

**Michigan Department of Corrections**  
**The Joint Hearing of the House of Representatives**  
**Judiciary Committee and the Appropriations Subcommittee on Corrections**

March 19, 2007

**Policies that Affect Prison Capacity**

Prison population growth now surpasses all recent historical trends and the prison population is now larger than any time in history. The realities of what it will take to stem this growth, first to avoid completely running out of prison beds in 2007 and then enacting additional measures to reduce the population must be the subject of policy changes – not simplistic emergency release measures.

- Michigan's prison population and rate of incarceration are significantly greater than our Midwestern neighbors and other similarly-sized states and there is no research to support that this results in Michigan being safer than other states. In fact, Michigan's violent index crime rate is 34% higher than the Midwestern states as a whole.
- If Michigan's prison admission rate were reduced to be in line with the rest of the Midwest, we would experience expenditure reductions in the \$500 million range.

The size of a state's prison population is the result of three simple factors: prison admissions, the length of prison stays, and how many are safely released back to the community. In order to push the state into the direction of our Midwestern neighbors, we will attack our skyrocketing corrections budget on each of these three fronts.

- We will begin Fiscal Year 2008 by amending Michigan's sentencing guidelines structure and expanding statewide the successful Michigan Prisoner ReEntry Initiative (MPRI).
- We will reinvest some of the savings from these improved policies into community treatment options for drug and alcohol addiction that are proven to reduce crime, put more parole officers on the street, and improve and expand our multi-million dollar investment in the state's jail system to ensure public safety.

The presentation today to the joint hearing of the House Judiciary and Appropriations Subcommittee on Corrections is a response to their request for information, and to begin a dialogue, on policies and related issues that affect prison capacity in Michigan. We welcome this opportunity and have designed a presentation that responds to your agenda today.

- An overview of policies and issues that impact prison capacity.
- A brief discussion of policies that are not recommended for change by the Governor but are critical to the Fiscal Year 2008 Budget including Truth in Sentencing, the Michigan Community Corrections Act which is the state's policy that guides prison diversions, the Parole Review Process including a discussion of commutations, pardons and clemency.
- Detailed presentations on policies that are recommended for change including sentencing laws that affect the Michigan Sentencing Guidelines structure and the expansion of the Michigan Prisoner ReEntry Initiative (MPRI). The MPRI presentation includes detail on the MPRI – Health Care Demonstration Project and the new Community Placement Program which is the vehicle for additional paroles this year.

If time allows, other issues which the members have expressed an interest in can also be discussed including Drug Courts, Mental Health Courts, the MDOC's prisoner classification system, the closing of Southern Michigan Prison.

# Policies Affecting Prison Capacity

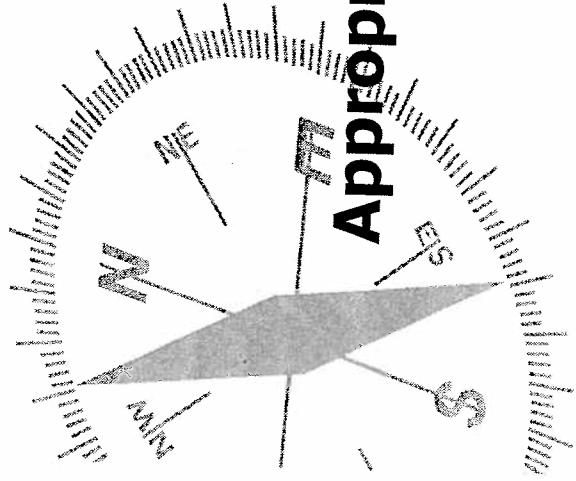


## **PRESENTATION**

**House Judiciary &**

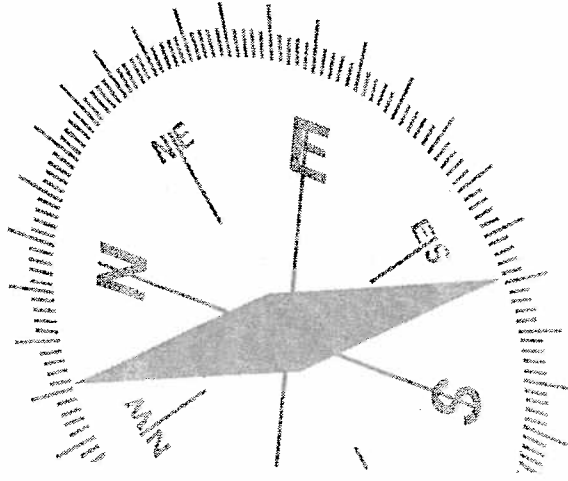
**Appropriations Subcommittee on Corrections**

**March 19, 2007**



# **Policies Affecting Prison Capacity**

# **OVERVIEW OF ISSUES**



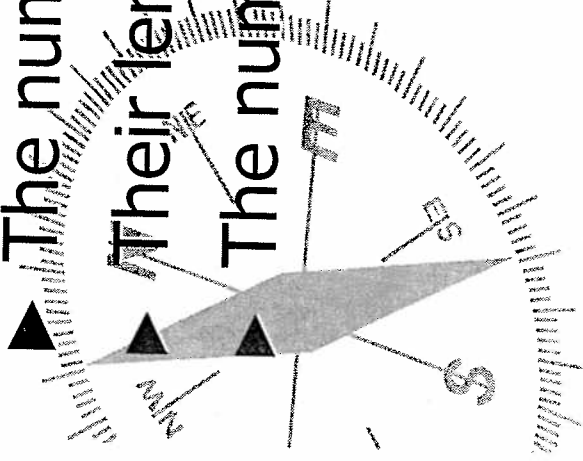
# **Policies Affecting Prison Capacity**

## **Three factors control the size of the prison population:**

▶ The number of offenders sentenced to prison

▶ Their length of stay

▶ The number of prisoners being released



# **Policies Affecting Prison Capacity**

## **The Number of Offenders Sentenced to Prison**

**Statutory and Administrative Policies that  
affect this factor include:**

- 
- Sentencing Guidelines**
  - The Michigan Community Corrections Act**
  - The Pre-Sentence Investigation Process**

# **Policies Affecting Prison Capacity**

## **Prisoners' Length of Stay**

**Statutory and Administrative Policies that affect this factor include:**

- 
- ▶ **Sentencing Guidelines**
  - ▶ **The Pre-Sentence Investigation Process**
  - ▶ **Truth in Sentencing**
  - ▶ **The Parole Process**
  - ▶ **Commutations, Pardons and Clemency**
  - ▶ **The Michigan Prisoner ReEntry Initiative**

# **Policies Affecting Prison Capacity**

## **The Number of Prisoners Released**

**Statutory and Administrative Policies that affect this factor include:**



**Sentencing Guidelines**

**The Parole Process**

**Commutations, Pardons and Clemency**

**The Michigan Prisoner ReEntry Initiative**

# **Policies Affecting Prison Capacity**

**Policies Critical to the Governor's Fiscal Year 2008  
Budget Recommendations  
that will not change:**



**Truth in Sentencing**

**The Michigan Community Corrections Act**

**The Parole Process**

**Commutations, Pardons and Clemency**

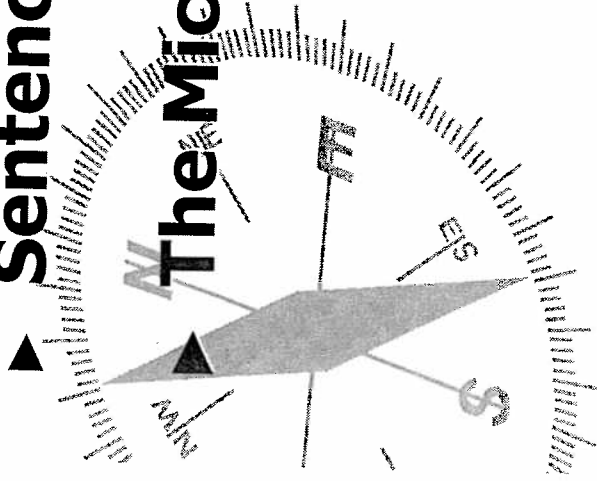


# **Policies Affecting Prison Capacity**

**Policies Critical to the Governor's Fiscal Year 2008  
Budget Recommendations  
that are recommended for change**

## **► Sentencing Guidelines**

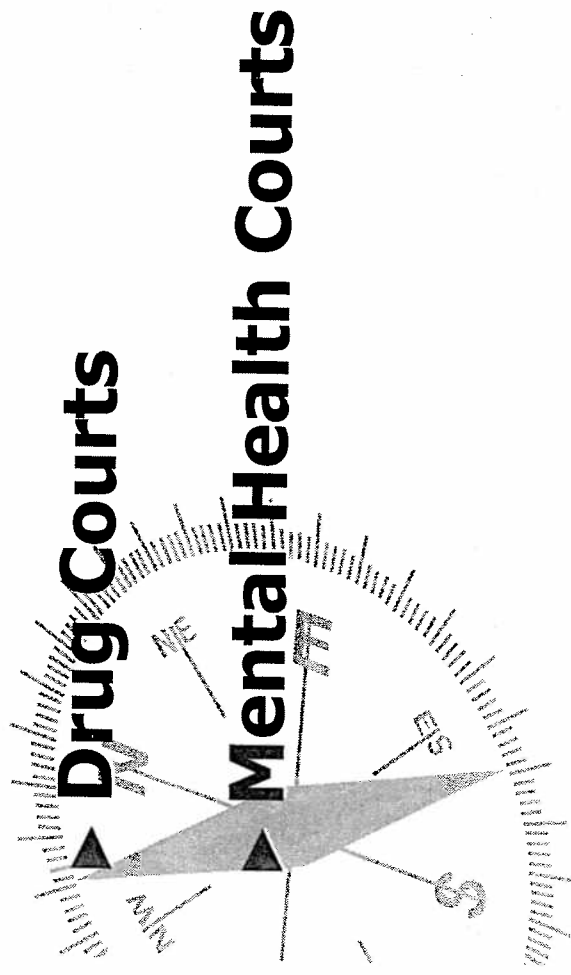
## **The Michigan Prisoner ReEntry Initiative**



# **Policies Affecting Prison Capacity**

**Other Policies and Activities of Interest  
Related to Community Corrections**

▶ **County Jail Reimbursement Program**

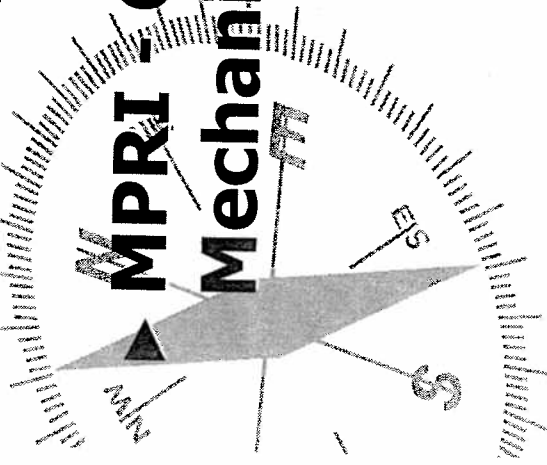


# **Policies Affecting Prison Capacity**

**Other Policies and Activities of Interest  
Related to the Michigan Prisoner ReEntry Initiative  
(MPRI)**

▶ **MPRI - Health Care Demonstration Project**

▶ **MPRI - Community Placement Program as  
Mechanism for Additional Paroles in FY 2007**

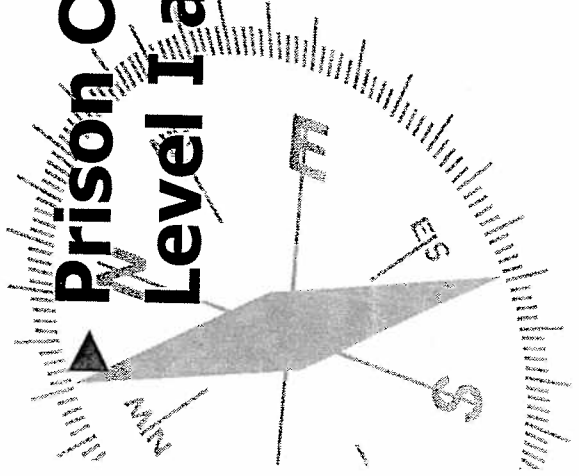


# **Policies Affecting Prison Capacity**

**Other Policies and Activities of Interest  
Related to the Prison Operations**

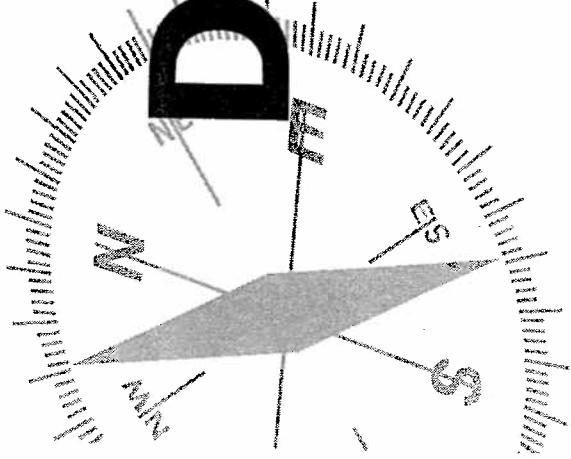
▶ **Closing Southern Michigan Prison**

▶ **Prison Classification Process; Description of  
Level I and Level II Prisoners**



# **Policies Affecting Prison Capacity**

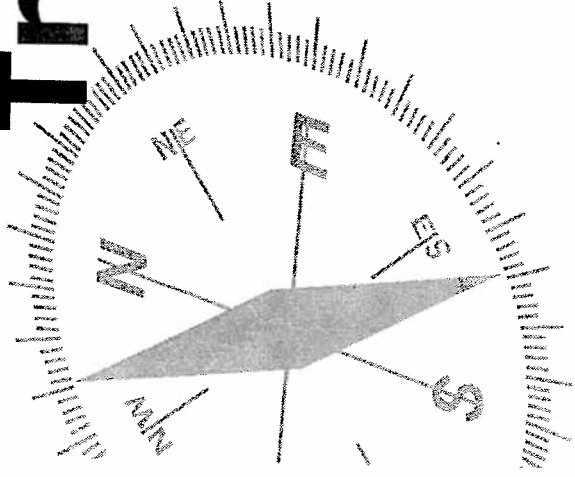
# **PRESENTATION & DISCUSSION**



# **Policies Affecting Prison Capacity**

**Policies Critical to the Governor's Fiscal Year 2008  
Budget Recommendations  
that will not change:**

## **Truth in Sentencing**

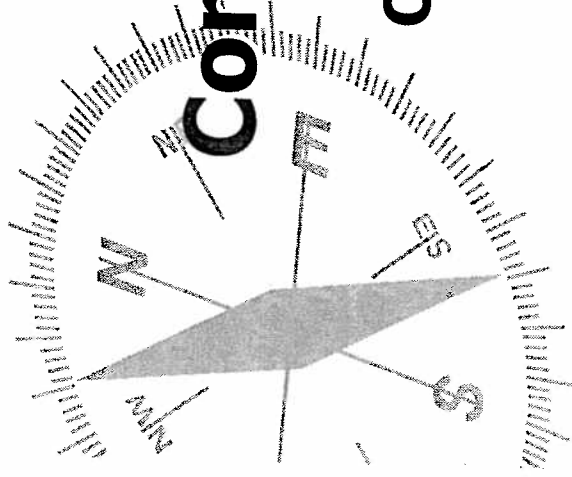


# **Policies Affecting Prison Capacity**

**Policies Critical to the Governor's Fiscal Year 2008  
Budget Recommendations  
that will not change:**

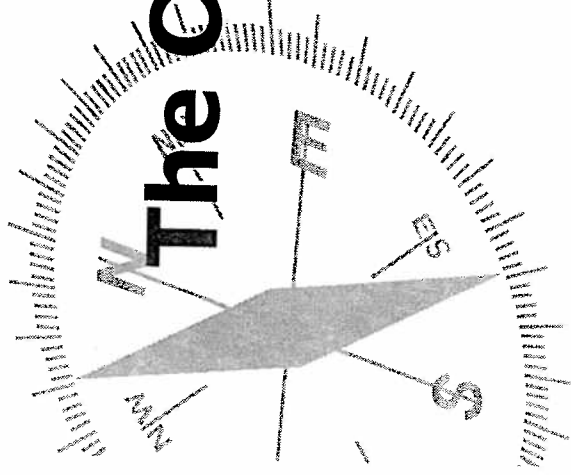
## **Public Act 511 The Michigan Community Corrections Act**

**Office of Community Corrections**



# **Policies Affecting Prison Capacity**

## **Office of Community Corrections**



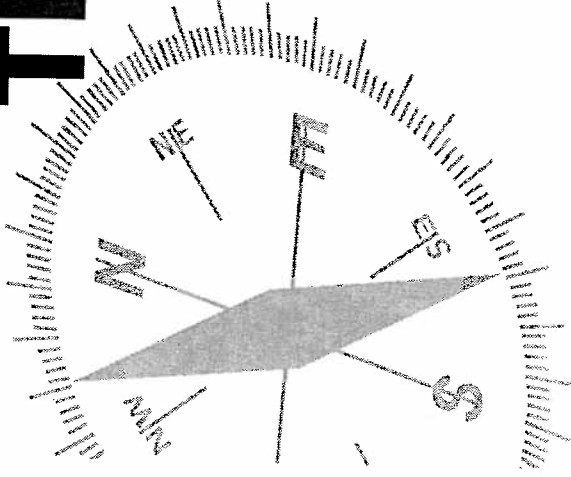
## **The County Jail Reimbursement Program**



# **Policies Affecting Prison Capacity**

**Policies Critical to the Governor's Fiscal Year 2008  
Budget Recommendations  
that will not change:**

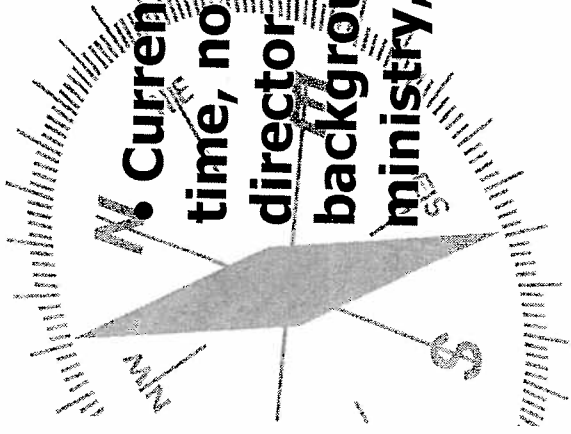
## **The Parole Process**



# **The Parole Process**

## **What is the Parole Board?**

- Created by statute, the Michigan Parole Board is the paroling authority for felony offenders committed to the jurisdiction of the Michigan Department of Corrections.
- Current Parole Board Membership consists of ten full-time, non-civil service employees; appointed by the director of the Michigan Department of Corrections. Their backgrounds are varied; including law enforcement, legal, ministry, corrections and social work.



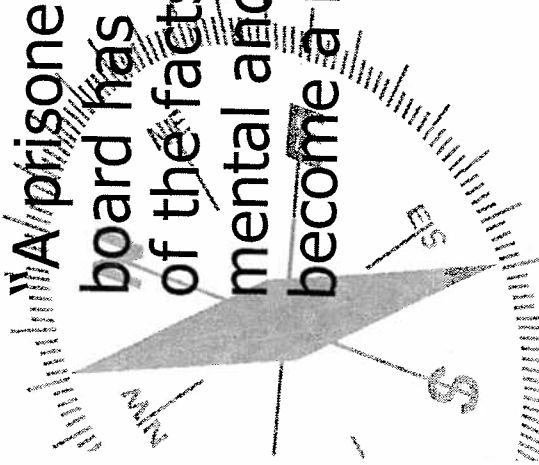
# **The Parole Process**

## **Parole Board Authority**

### **CORRECTIONS CODE OF 1953 (EXCERPT)**

**Act 232 of 1953**

**MCL 791.233 Sec. 33. (1) (a) states:**

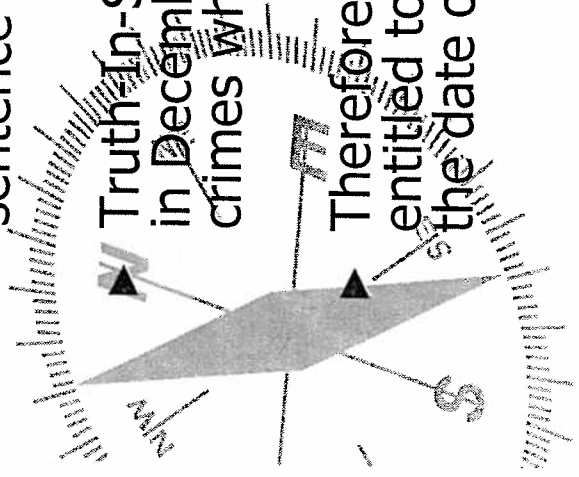


**"A prisoner shall not be given liberty on parole until the board has reasonable assurance, after consideration of all of the facts and circumstances, including the prisoner's mental and social attitude, that the prisoner will not become a menace to society or to the public safety."**

# **The Parole Process**

## **When does the process begin?**

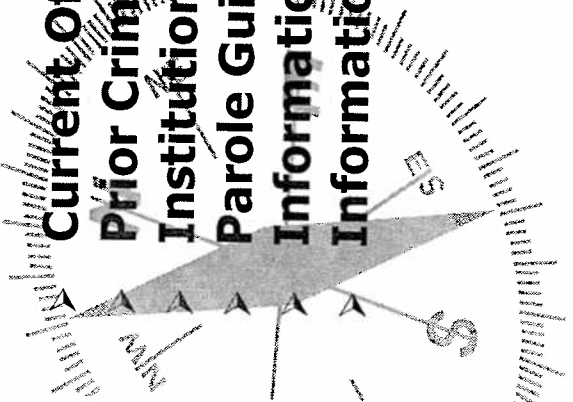
- ▶ The Parole Board gains jurisdiction of a case when a prisoner has served the minimum sentence, less any good time or disciplinary credits the prisoner may have earned.
- ▶ The minimum sentence is set by the judge and the maximum sentence is set by statute.
- ▶ Truth-In-Sentencing (TIS) legislation, which went into full effect in December of 2000, does not affect prisoners sentenced for crimes which took place before the TIS laws went into effect.
- ▶ Therefore, a substantial percentage of current prisoners are still entitled to either good time or disciplinary credits, depending on the date of the offense.



# **The Parole Process**

The ten member Parole Board is divided into three-member panels.  
Each case is assigned to a panel and the decision whether or not to grant parole is made by majority vote of that panel.  
The exception to this procedure is lifer cases. All lifer cases must be decided by majority vote of the entire parole board.

The factors considered by the Board in making parole decisions include:



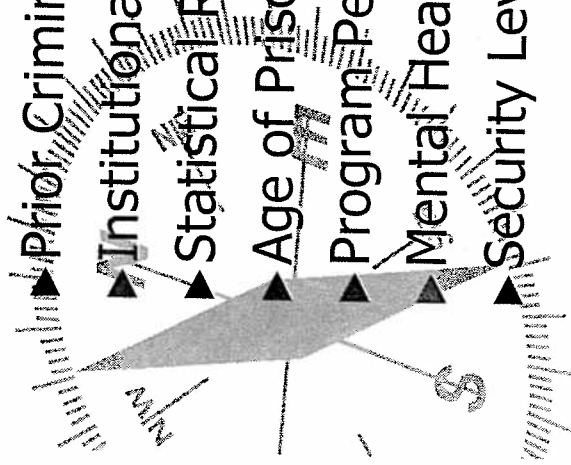
- Current Offense**
- Prior Criminal Record**
- Institutional Behavior**
- Parole Guidelines Score**
- Information from Victims and other relevant sources**
- Information obtained from the prisoner interview**

# **The Parole Process**

## **Parole Guidelines**

Factors or variables used to calculate Parole Guidelines Scores are established in MCL 791.233e and Administrative Rule 791.7716

Guideline Factors include:

- 
- ▶ Active Sentence (aggravating/mitigating factors)
  - ▶ ~~Prior~~ Criminal Record
  - ▶ Institutional Conduct
  - ▶ Statistical Risk (Assault/Property Risk)
  - ▶ Age of Prisoner
  - ▶ Program Performance
  - ▶ Mental Health
  - ▶ Security Level of Prisoner (housing)

# **The Parole Process**

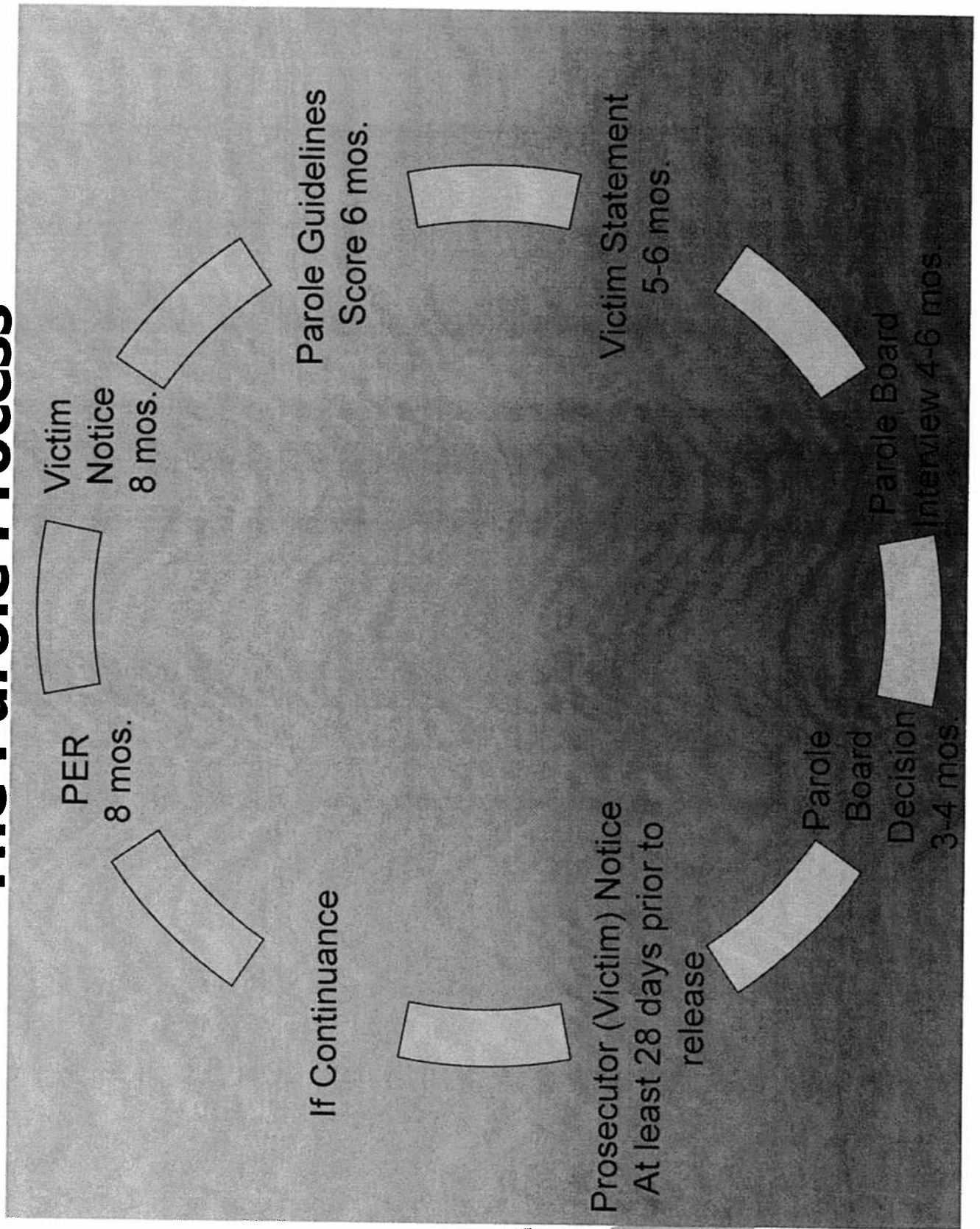
## **Crime Victim's Rights Act**

**The Parole Board shall consider any statement made to the Parole Board by a crime victim under the crime victim's rights act, 1985 PA 87, MCL 780.751 to 780.834, or under any other provision of law.**

- ▶ Crime victims are an important part of the parole consideration process. They are given an opportunity to participate in this process under the provisions of the Crime Victim's Rights Act. Victims and their family members are entitled to notification before the parole board takes certain specific actions.

For example, victims who chose to exercise their crime victims rights, are entitled to be notified before the parole board considers parole and to make impact statements to the board either in person, by telephone or in writing. Participation by crime victims has increased dramatically during the last few years.

# The Parole Process

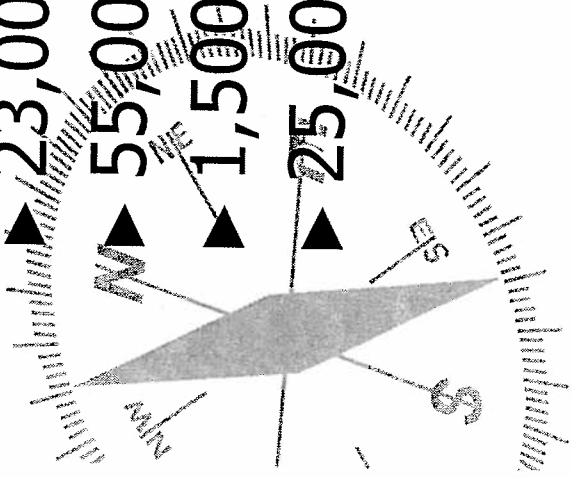




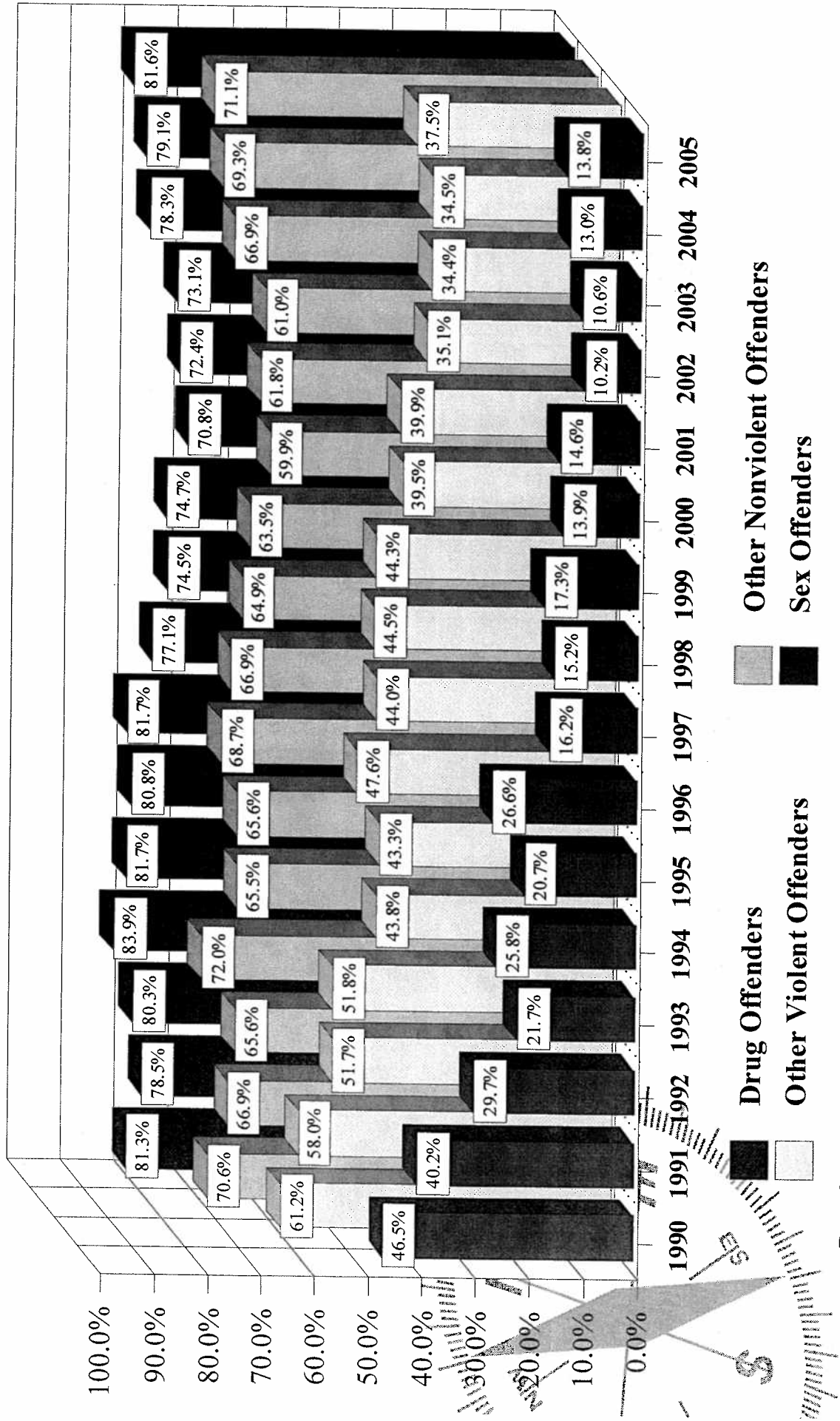
# **The Parole Process**

## **Parole Board Work Load**

- ▶ Four Interview Days Per Week
- ▶ 25 Interviews per Day
- ▶ 23,000 Interviews per year
- ▶ 55,000 Preliminary Votes per year
- ▶ 1,500 Continuances without Interview
- ▶ 25,000 Completed Decisions per year



# Parole Approval Rates By Offense Group

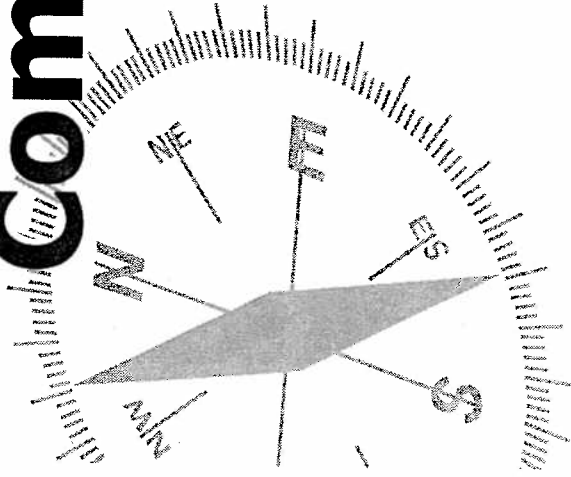


Despite a modest 3.2% increase in the overall 2005 parole approval rate to 54.7%, the number of approved paroles decreased by about 300 in 2005 because of an 8% drop in the number of parole decisions.

# **Policies Affecting Prison Capacity**

**Policies Critical to the Governor's Fiscal Year 2008  
Budget Recommendations  
that will not change:**

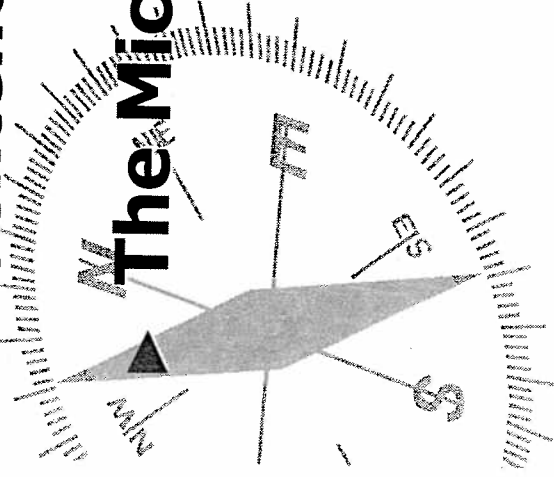
# **Commutations, Pardons and Clemency**



# **Policies Affecting Prison Capacity**

**Policies Critical to the Governor's Fiscal Year 2008  
Budget Recommendations  
that are recommended for change**

## **► Sentencing Guidelines**



**The Michigan Prisoner ReEntry Initiative**

**COMMUNITY CORRECTIONS ACT**  
**Act 511 of 1988**

AN ACT to provide for the funding of community-based corrections programs through local governmental subdivisions or certain nonprofit agencies; to prescribe the powers and duties of certain state officers and agencies; to provide for community corrections advisory boards and prescribe their powers and duties; to create an office of community alternatives and a state community corrections board within the department of corrections and prescribe their powers and duties; and to provide for the promulgation of rules.

**History:** 1988, Act 511, Imd. Eff. Dec. 29, 1988

*The People of the State of Michigan enact:*

**791.401 Short title.**

Sec. 1. This act shall be known and may be cited as the "community corrections act".

**History:** 1988, Act 511, Imd. Eff. Dec. 29, 1988.

**Popular name:** Act 511

**791.402 Definitions.**

Sec. 2. As used in this act:

(a) "City advisory board" means a community corrections advisory board created by a city pursuant to sections 6 and 7.

(b) "City-county advisory board" means a community corrections advisory board created by a county and the largest city by population within that county pursuant to sections 6 and 7.

(c) "Community corrections program" means a program that is operated by or contracted for by a city, county, or group of counties, or is operated by a nonprofit service agency, and is an alternative to incarceration in a state correctional facility or jail.

(d) "County advisory board" means a community corrections advisory board created by a county pursuant to sections 6 and 7.

(e) "Department" means the department of corrections.

(f) "Nonprofit service agency" means a nonprofit organization that provides treatment, guidance, training, or other rehabilitative services to individuals, families, or groups in such areas as health, education, vocational training, special education, social services, psychological counseling, alcohol and drug treatment, community service work, victim restitution, and employment.

(g) "Office" means the office of community alternatives created in section 3.

(h) "Plan" means a comprehensive corrections plan submitted by a county, city, or regional advisory board pursuant to section 8.

(i) "Regional advisory board" means a community corrections advisory board created by a group of 2 or more counties pursuant to sections 6 and 7.

(j) "State board" means the state community corrections board created in section 3.

**History:** 1988, Act 511, Imd. Eff. Dec. 29, 1988.

**Popular name:** Act 511

**791.403 Office of community alternatives; creation; office as autonomous entity; composition; appointment and duties of executive director; state community corrections board; creation; function; appointment, qualifications, and terms of members; vacancy; expenses; chairperson.**

Sec. 3. (1) An office of community alternatives is created within the department. The office shall exercise its powers and duties including budgeting and management as an autonomous entity, independent of the director of the department. The office shall consist of the board and an executive director, and such staff as the executive director may appoint to carry out the duties of the office. The executive director shall be appointed by the board, and shall carry out the duties of the office subject to the policies established by the board.

(2) A state community corrections board is created in the office. The board shall act as the policy making body for the office, as provided in this act.

(3) Not later than 90 days after the effective date of this act, the governor shall appoint, and the senate shall confirm, the 13 members of the state board as follows:

(a) One member shall be a county sheriff.

- (b) One member shall be a chief of a city police department.
- (c) One member shall be a judge of the circuit court or recorder's court.
- (d) One member shall be a judge of the district court.
- (e) One member shall be a county commissioner.
- (f) One member shall be a member of city government.
- (g) One member shall represent an existing community alternatives program.
- (h) One member shall be the director of the department of corrections or his or her designee.
- (i) One member shall be a county prosecutor.
- (j) One member shall be a criminal defense attorney.
- (k) Three members shall be representatives of the general public.
- (4) The governor shall ensure fair geographic representation of the state board membership and that minority persons and women are fairly represented.
- (5) Members of the state board shall serve for terms of 4 years each, except that of the members first appointed, 5 shall serve for terms of 4 years each, 4 shall serve for terms of 3 years each, and 4 shall serve for terms of 2 years each.
- (6) A vacancy on the state board shall be filled in the same manner as the original appointment.
- (7) Members of the state board shall serve without compensation, but shall be reimbursed by the department for actual and necessary expenses incurred in attending meetings.
- (8) The governor shall annually appoint a chairperson from among the members of the board.

**History:** 1988, Act 511, Imd. Eff. Dec. 29, 1988.

**Popular name:** Act 511

#### **791.404 Duties of state board.**

Sec. 4. The state board shall do all of the following:

- (a) Develop and establish goals, offender eligibility criteria, and program guidelines for community corrections programs.
- (b) Adopt minimum program standards, policies, and rules for community corrections programs.
- (c) Adopt an application process and procedures for funding community corrections programs, including the format for comprehensive corrections plans.
- (d) Adopt criteria for community corrections program evaluations.
- (e) Hire an executive director, who shall serve at the pleasure of the board.

**History:** 1988, Act 511, Imd. Eff. Dec. 29, 1988.

**Popular name:** Act 511

#### **791.405 Duties of office.**

Sec. 5. The office shall do all of the following:

- (a) Provide technical assistance and training to cities, counties, regions, or nonprofit service agencies in developing, implementing, evaluating, and operating community corrections programs.
- (b) Enter into agreements with city, county, city-county, or regional advisory boards or nonprofit service agencies for the operation of community corrections programs by those boards or agencies, and monitor compliance with those agreements.
- (c) Act as an information clearinghouse regarding community corrections programs for cities, counties, regions, or nonprofit service agencies that receive funding under this act.
- (d) Review and approve local plans and proposals pursuant to sections 8 and 10.
- (e) In instances of substantial noncompliance, halt funding to cities, counties, regions, or agencies, except that before halting funding, the office shall do both of the following:
  - (i) Notify the city, county, region, or agency of the allegations and allow 30 days for a response.
  - (ii) If an agreement is reached concerning a remedy, allow 30 days following that agreement for the remedy to be implemented.

**History:** 1988, Act 511, Imd. Eff. Dec. 29, 1988.

**Popular name:** Act 511

#### **791.406 Application for funding and other assistance; county advisory board; regional advisory board; city-county advisory board; city advisory board.**

Sec. 6. (1) A county may elect to apply for funding and other assistance under this act by a vote of the county board of commissioners approving the decision to apply, and by appointing a county advisory board. Two or more counties, by vote of the county board of commissioners of each county, may agree to create a regional advisory board instead of a county advisory board. A regional advisory board shall perform the same

functions as a county advisory board for each county that participates in establishing the regional board.

(2) A county and the largest city by population within that county may elect to jointly apply for funding and other assistance under this act. An application for funding requires a vote of the board of commissioners approving the decision to apply and a majority resolution of the city council, and the appointment of a city-county advisory board.

(3) A city may elect to apply for funding and other assistance under this act by a majority resolution of the city council, and by appointing a city advisory board.

**History:** 1988, Act 511, Imd. Eff. Dec. 29, 1988.

**Popular name:** Act 511

#### **791.407 Membership of boards.**

Sec. 7. (1) A county advisory board, regional advisory board, city-county advisory board, or city advisory board shall consist of the following:

- (a) One member shall be a county sheriff, or his or her designee.
- (b) One member shall be a chief of a city police department, or his or her designee.
- (c) One member shall be a judge of the circuit court or his or her designee.
- (d) One member shall be a judge of the district court or his or her designee.
- (e) One member shall be a judge of the probate court or his or her designee.
- (f) One member shall be a county commissioner or city councilperson. In the case of a regional advisory board or a city-county advisory board, 1 county commissioner or councilperson from each participating city and county shall serve as a member.
- (g) One member shall be selected from 1 of the following service areas: mental health, public health, substance abuse, employment and training, or community alternative programs.
- (h) One member shall be a county prosecuting attorney or his or her designee.
- (i) One member shall be a criminal defense attorney.
- (j) One member shall be from the business community.
- (k) One member shall be from the communications media.
- (l) One member shall be either a circuit court probation agent or a district court probation officer.
- (m) One member shall be a representative of the general public.

(2) In the case of a county or regional advisory board, the members shall be appointed by the county board or boards of commissioners. In the case of a city advisory board, the members shall be appointed by the city council. In the case of the city-county advisory board, the members shall be appointed by the county board of commissioners and the city council. In appointing the members of an advisory board, the county and city shall ensure that minority persons and women are fairly represented.

(3) Before an appointment is made under this section, the appointing authority shall publish advance notice of the appointments and shall request that the names of persons interested in being considered for appointment be submitted to the appointing authority.

**History:** 1988, Act 511, Imd. Eff. Dec. 29, 1988.

**Popular name:** Act 511

#### **791.408 Comprehensive corrections plan.**

Sec. 8. (1) A county, city, city-county, or regional advisory board, on behalf of the city, county, or counties it represents, may apply for funding and other assistance under this act by submitting to the office a comprehensive corrections plan that meets the requirements of this section, and the criteria, standards, rules, and policies developed by the state board pursuant to section 4.

(2) The plan shall be developed by the county, city, city-county, or regional advisory board and shall include all of the following for the county, city, or counties represented by the advisory board:

(a) A system for the development, implementation, and operation of community corrections programs and an explanation of how the state prison commitment rate for the city, county, or counties will be reduced, and how the public safety will be maintained, as a result of implementation of the comprehensive corrections plan. The plan shall include, where appropriate, provisions that detail how the city, county, or counties plan to substantially reduce, within 1 year, the use of prison sentences for felons for which the state felony sentencing guidelines upper limit for the recommended minimum sentence is 12 months or less as validated by the department of corrections. Continued funding in the second and subsequent years shall be contingent upon substantial compliance with this subdivision.

(b) A data analysis of the local criminal justice system including a basic description of jail utilization detailing such areas as sentenced versus unsentenced inmates, sentenced felons versus sentenced misdemeanants, and any use of a jail classification system. The analysis also shall include a basic description

of offenders sentenced to probation and to prison and a review of the rate of commitment to the state corrections systems from the city, county, or counties for the preceding 3 years. The analysis also shall compare actual sentences with the sentences recommended by the state felony sentencing guidelines.

(c) An analysis of the local community corrections programs used at the time the plan is submitted and during the preceding 3 years, including types of offenders served and funding levels.

(d) A system for evaluating the effectiveness of the community corrections program, which shall utilize the criteria developed pursuant to section 4(d).

(e) The identity of any designated subgrant recipient.

(f) In the case of a regional or city-county plan, provisions for the appointment of 1 fiscal agent to coordinate the financial activities pertaining to the grant award.

(3) The county board or boards of commissioners of the county or counties represented by a county, city-county, or regional advisory board, or the city council of the city represented by a city or city-county advisory board, shall approve the proposed comprehensive corrections plan prepared by their advisory board before the plan is submitted to the office pursuant to subsection (1).

(4) This section is intended to encourage the participation in community corrections programs of offenders who would likely be sentenced to imprisonment in a state correctional facility or jail, would not increase the risk to public safety, have not demonstrated a pattern of violent behavior, and do not have a criminal record that indicates a pattern of violent offenses.

**History:** 1988, Act 511, Imd. Eff. Dec. 29, 1988.

**Popular name:** Act 511

#### **791.409 Jurisdiction of sentencing court.**

Sec. 9. A sentencing court that places a person in a community corrections program shall retain jurisdiction over the person as a probationer under chapter XI of the code of criminal procedure, Act No. 175 of the Public Acts of 1927, being sections 771.1 to 771.14a of the Michigan Compiled Laws.

**History:** 1988, Act 511, Imd. Eff. Dec. 29, 1988.

**Popular name:** Act 511

#### **791.410 Nonprofit service agency; application for direct state funding; notice; appointment or creation of advisory board; contract with nonprofit service agency; limitation on direct funding.**

Sec. 10. (1) In any jurisdiction that has not elected to apply for funding under this act and has not appointed an advisory board or participated in the creation of an advisory board, a nonprofit service agency that operates in that jurisdiction may apply for and receive direct state funding in that jurisdiction.

(2) The office promptly shall notify the county board of commissioners of a county described in subsection (1) of the fact that the nonprofit service agency has submitted an application for funding. The county shall have 30 days after receiving notice to apply for funding under this act, and to take steps to appoint a county advisory board or participate in the creation of a regional advisory board, in which case the application of the nonprofit service agency shall be denied.

(3) An advisory board may contract with a nonprofit service agency for the provision of services as described in the comprehensive corrections plan.

(4) A nonprofit service agency that receives direct funding under subsection (1) shall not receive the direct funding for a period of more than 24 consecutive months.

**History:** 1988, Act 511, Imd. Eff. Dec. 29, 1988.

**Popular name:** Act 511

#### **791.411 Authorized payments for community corrections programs; funding for administration; current spending not to be supplanted.**

Sec. 11. (1) The office shall authorize payments from funds appropriated to the office for community corrections programs to cities, counties, regions, or agencies for the community corrections programs described in the plan submitted pursuant to section 8 or the proposal submitted pursuant to section 10 if the plan or proposal is approved by the office.

(2) Of the total funding recommended for the implementation of the comprehensive corrections plan, not more than 30% may be used by the city, county, or counties for administration.

(3) The funds provided to a city, county, or counties under this section shall not supplant current spending by the city, county, or counties for community corrections programs.

**History:** 1988, Act 511, Imd. Eff. Dec. 29, 1988.



**Popular name:** Act 511

**791.412 Annual report; biannual report.**

Sec. 12. (1) The office shall submit an annual report not later than November 1 of each year, detailing the individual requests received by the state board for funding under this act, and the programs and plans approved for funding.

(2) The office shall submit a biannual report not later than March 1 and September 1 of each year, detailing the effectiveness of the programs and plans funded under this act, including an explanation of how the rate of commitment of prisoners to the state prison system has been affected by the programs and plans funded under this act and listing any instances of noncompliance as required under section 5(b).

(3) All of the reports required in this section shall be submitted to the department of management and budget, the department of corrections, the members of the senate standing committee on criminal justice, urban affairs and economic development, the members of the house standing committee on corrections, the members of the senate and house appropriations subcommittees on corrections, and the senate and house fiscal agencies.

**History:** 1988, Act 511, Imd. Eff. Dec. 29, 1988.

**Popular name:** Act 511

**791.413 Transfer of records, property, personnel, and unexpended balances of appropriations and other resources.**

Sec. 13. Not later than 180 days after the effective date of this act, any records, property, personnel, and unexpended balances of appropriations and other resources necessary to the operation of the office shall be transferred to the office by the department of corrections.

**History:** 1988, Act 511, Imd. Eff. Dec. 29, 1988.

**Popular name:** Act 511

**791.414 Rules.**

Sec. 14. The office, with the approval of the state board, shall promulgate rules pursuant to the administrative procedures act of 1969, Act No. 306 of the Public Acts of 1969, being sections 24.201 to 24.328 of the Michigan Compiled Laws, necessary to implement this act.

**History:** 1988, Act 511, Imd. Eff. Dec. 29, 1988.

**Popular name:** Act 511

# **Michigan Department of Corrections**

*“Expecting Excellence Every Day”*

## **PLANNING AND COMMUNITY DEVELOPMENT ADMINISTRATION**

### **Office of Community Corrections**

#### **BIANNUAL REPORT**

**March 2007**

This report is prepared by the Michigan Department of Corrections / Planning and Community Development Administration / Office of Community Corrections pursuant to MCL 791.412 (2) and the FY 2007 Appropriations Act for Community Programs [Public Act No. 331 of 2006, Section 704 and 709].

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## **PART 1**

### **MEASURING THE IMPACT OF PUBLIC ACT 511**

#### **Introduction**

Section 12 of Public Act 511 of 1988 (Community Corrections Act) requires the Office of Community Corrections to submit a biannual report detailing the effectiveness of the programs and plans funded under this Act, including an explanation of how the rate of commitment of prisoners to the state prison system has been affected.

Section 8.4 of Public Act 511 states that the purpose of the Act is "to encourage the participation in community corrections programs of offenders who would likely be sentenced to imprisonment in a state correctional facility or jail, would not increase the risk to public safety, have not demonstrated a pattern of violent behavior, and do not have a criminal record that indicates a pattern of violent offenses."

The Department of Corrections Statistical Report reflects that the State's prison commitment rate was 34.7% in 1989, decreased to 25% in the mid 1990's and remained relatively stable through 2003.

During 2003 the Department placed a renewed emphasis on the use of community-based sanctions/services for straddle cell offenders, probation violators, and parole violators to control the states prison growth. The rate of prison dispositions has steadily declined from 21.8% in CY 2003 to 20.6% through FY 2005. Based on the CY 2003 prison disposition rate of 21.8%, if this rate was applied to the total felony dispositions (56,099 dispositions) in 2005 the Department would have experienced nearly 675 additional prison dispositions. In FY 2006 the rate climbed back to 21.7% as a result of some highly publicized crimes earlier in the year which caused the entire Michigan criminal justice system to react with an escalating pattern of more arrests and sentences to prison. Every decision maker from the police on the streets through the district and circuit court judges, jailers, probation and parole agents and the parole board was effected and there is little evidence that these pressures will ease in the short term, absent new approaches to control prison growth.

Analysis of the felony prison disposition data continues to support the selection of the priority target groups for community corrections programs. Research indicates that community sanctions and treatment programs provide alternatives to prison and jail sentences while increasing public safety by decreasing the recidivism rates.

Community Corrections Advisory Boards (CCABs) are required to focus on prison dispositions for their county/counties in the annual comprehensive community corrections plan and application, establish goals and objectives relative to the commitment rates, and concentrate on reducing or maintaining low prison admissions for the priority target populations. The target groups include straddle cell offenders, probation violators, and parole violators. These target groups were selected due to their potential impact on decreasing the prison commitment rates. Straddle cell offenders can be sentenced to prison, jail, or probation, and the sentencing disposition may be influenced by the availability of sanctions and treatment programs in the community. Probation and parole violators account for approximately two-thirds of the prison intake, and the percentage has steadily increased from the mid 1990s thru 2002. Including these offenders in P.A. 511 programs offer community sanctions and treatment programs as an alternative to a prison or jail sentence. The number of probation violators sentenced to prison declined in 2004 and 2005 though began to increase in February 2006. In FY 2006, probation violators accounted for 16.2% (2,132) of the total prison dispositions and parole violators with a new sentence accounted for 16.0% (2,049) of the total prison dispositions. Offenders under the supervision (i.e. probation, parole or prison) of the Department of Corrections accounted for 51.9% (2,042) of the total (3,935) straddle cell prison dispositions.

P.A. 511 funded community corrections programs are not the sole influence on prison commitment rates. The rates may be affected by other programs funded by 15% monies from probation fees, substance abuse programs funded by the Michigan Department of Community Health and federal monies, local and state vocational programs funded by intermediate school districts or Michigan Works!, and other county-funded community corrections programs. Other factors that affect the prison commitment rates are the state and local economy, crime rates, and prosecutorial discretion.

## **Prison Population and Dispositions**

### **Prison Population Projections**

*Section 401 of 2006 P.A. 331* required the Department of Corrections to submit three and five year prison population projections to the Legislature in February 2007. The document prepared by the MDOC Planning and Community Development Administration concluded under the Department's Five Year Plan to Control Prison Growth the size of the prison population was successfully controlled from October 2002 through February 2006. In 2004, Director Patricia L. Caruso attributed the decline in prison admission in-part to the expanded and revitalized collaboration between State and local community corrections officials, the MDOC Field Operations Administration and local justice officials.

The prison population was gradually reduced by 1,200 inmates from October 2002 through calendar year 2004, and then it rebounded gradually by nearly 900 from the start of calendar year 2005 through the first couple months of 2006. Then in late February 2006, some highly publicized crimes caused the entire Michigan criminal justice system to react with an escalating pattern of more arrests, more sentences to prison, fewer paroles and more revocations of parole. The prison population is now larger than anytime in history, ending calendar year 2006 at 51,454, which is 1,700 higher than the previous high set in October 2002.

The Governor's 2008 Executive Budget includes strategies to reduce the prison population. The strategies include amending Michigan's sentencing guidelines, expanding the Michigan Prison ReEntry Initiative, increase commutation and parole for certain categories of prisoners, invest in community corrections programs and increase the number of parole officers.

### **OMNI Statewide Disposition Data**

Michigan Department of Corrections data collection and analysis functions have been largely migrated to a new, multi-faceted system called OMNI. The OMNI system provides the capability of analyzing data in a relatively short-time frame. The following narrative and associated tables contain information from some of the OMNI Statewide Disposition data for CY 2003 through FY 2006. (Note: Calendar Year data is used for 2003 because data is not available for the first quarter of the fiscal year). The OMNI extract data is based on the most serious offense for each sentencing date – no records are excluded.

The OMNI prison disposition data provides an overview of prison commitments, jail utilization, and progress toward addressing State and local objectives, and factors which contribute to attainment of the objective. Some data sets reference Group 1 offenses (Homicide, Robbery, CSC, Assault, Other Sex Offenses, Assaultive Other, Burglary and Weapon Possession) and Group 2 offenses (Larceny, Fraud, Forgery/Embezzle, Motor Vehicle, Malicious Destruction, Drugs, OUIL 3<sup>rd</sup> and Other Non-Assaultive). The Group 1 offense categories are more serious crimes whereas the Group 2 offenses are less assaultive and perceived as more appropriate to target for P.A. 511 programming.

### **OMNI Felony Dispositions – CY 2003 / FY 2004 / FY 2005 / FY 2006**

Table Sets 1.1, 1.2, 1.3, 1.4 and 1.5 examine the OMNI Statewide Disposition data, summarizing data by the most serious offense for each individual disposition. This provides "gross" dispositions which are useful in analyzing the decision points that drive disposition rates at the local level. The data includes overviews at the statewide level, with several progressively detailed summaries.

- The total number of dispositions statewide increased (8% - 4,325 dispositions) from 54,399 in CY 2003 to 58,724 in FY 2006.
- The overall prison commitment rate for the State decreased 21.8% (11,854 dispositions) in CY 2003 to 20.6% (11,557 dispositions) in FY 2005 then increased to 21.7% (12,766 dispositions) in FY 2006.
- The statewide data indicates that 7,383 (58%) of the prison dispositions were for Group 1 offenses and 5,383 (42%) of the dispositions were for Group 2 offenses.
- The greatest increase in prison dispositions were from the straddle cells at 538 dispositions followed by presumptive prison cells at 330 dispositions – 36% of the total straddle cell dispositions were for Group 1 offenses.

- The statewide straddle cell prison commitment rate decreased from 37.4% (3,327 dispositions) in CY 2003 to 34.2% (3,397 dispositions) in FY 2005 then increased to 36.7% (3,935 dispositions) in FY 2006
- Probation violators accounted for 16.7% (2,132) of the total prison dispositions in FY 2006.
- Parolees accounted for 16.0% (2,049) of the total prison dispositions in FY 2006 compared to 13.8% (1,637) in CY 2003.
- Offenders under the supervision (i.e., probation, parole and prison) of MDOC accounted for 34.2% (4,365) of the total prison disposition in FY 2006.
- Jail only dispositions increased from 7,472 in CY 2003 to 11,251 in FY 2005 then decreased to 11,182 in FY 2006.
- Probationers (new sentence and technical) accounted for 9.3% (1,045) of the total (11,182) jail only disposition in FY 2006.
- In FY 2006, parolees accounted for 890 of the jail dispositions compared to 653 in CY 2003.

### **OUIL 3<sup>rd</sup> OMNI Statewide Disposition Data – CY 2003 / FY 2004 / FY 2005 / FY 2006**

Table 1.5 examines the FY 2004, FY 2005 and FY 2006 Statewide Dispositions for OUIL 3<sup>rd</sup> offenders. A comparison of the data shows the following trends:

- The total number of OUIL 3<sup>rd</sup> dispositions decreased (20.2% - 551dispositions) from 3,277 in CY 2003 to 2,726 in FY 2006. During this period the prison commitment rate for OUIL 3<sup>rd</sup> offenders increased from 22.6 % to 24.8% though the actual number of prison dispositions decreased by 64.

### **Progress Toward Addressing Objectives and Priorities**

In the past three years, the State has placed greater emphasis on the expansion of local sanctions in order to allow communities to determine appropriate punishment for low level offenders who would otherwise be sent to prison. The Department has partnered with local governments to revitalize and renew efforts to meet the goals of Public Act 511 to reduce admissions to prison of nonviolent offenders, especially probation violators, and improve the use of local jails. In previous years, the growth in prison intake has been driven by the increase of technical probation violators and offenders sentenced to prison for two years or less -- the exact target population for the Community Corrections Act and the priorities adopted by the State Board. The renewed emphasis placed on the use of community-based sanctions/services for these target populations has resulted in a decrease in the overall prison commitment rates, prison commitments of straddle cell offenders and probation violators.

Local jurisdictions have continually reviewed sentence recommendations and updated probation violation response guides consistent with Department policies in order to achieve a reduction in prison intake, improve jail utilization, and maintain public safety. Further, local jurisdictions continue to update: target populations; program eligibility criteria for community corrections programs; and the range of sentencing options for these population groups (i.e., straddle cell offenders with SGL prior record variables of 35 points or more, probation violators, offenders sentenced to prison for two years or less, and parole violators). These target populations were a primary focus during the review of local community corrections comprehensive plans and a key determinant for the recommendations of funding in the past two fiscal years. As part of the FY 2007 Comprehensive Community Corrections Plans review process, OCC has required local jurisdictions to further reduce their overall prison commitment rates by targeting offenders in the Group 2 offense categories (i.e. Larceny, Fraud, Forgery/Embezzle, Motor Vehicle, Malicious Destruction, Drugs, OUIL 3<sup>rd</sup> and Other Non-Assaultive).

Multiple changes have been and continue to be made among counties to improve capabilities to reduce or maintain prison commitments, increase emphases on utilizing jail beds for higher risk cases, and reduce recidivism. These changes include:

- Implementation of processes and instruments to quickly and more objectively identify low to high risk cases at the pretrial stage.
- Implementation of instruments and processes to objectively assess needs of the higher risk offenders.
- Utilization of the results of screening/assessments to assist in the selection of conditional release options for pretrial defendants and conditions of sentencing.
- The development and implementation of policies within local jurisdictions to emphasize proportionality in the use of sanctions/services, i.e., low levels of supervision and services for low risk offenders and utilizing more intensive programming for the higher risk offenders.
- Implementation and expansion of cognitive behavioral-based programming with eligibility criteria restricted to offenders that are at a higher risk of recidivism.
- Increased focus is being placed on continuity of treatment to ensure offenders are able to continue participation in education, substance abuse, or other programming as they move among supervision options such as the jail, residential programs, etc.

The changes which are being made among the counties are consistent with the objectives and priorities adopted by the State Board. They are also in sync with research which has demonstrated that prison and jail commitment rates can be reduced and recidivism reduction can be achieved through effective case differentiation based on risk, matching sanctions/services by objective assessments, proportional allocation of supervision and treatment according to levels of risk/needs, and utilization of intensive (preferably cognitive behavioral-based) programming for offenders at higher risk of recidivism.

### **Priority Target Populations**

The analysis of felony disposition data supports the selection of the priority target groups from the straddle cell offenders and probation/parole violators. Even though intermediate sanction cell offenders are not a major target population for community corrections programs, sentencing policies and practices need to be examined in more detail in counties where higher percentages of intermediate sanction offenders are sentenced to prison. Although prison disposition rates on intermediate offenders are normally low on a percentage basis, a large number of cases mean that even a fractional improvement statewide can amount to a significant change in prison dispositions. Tables 1.1 and 1.4, show that the number of intermediate prison dispositions decreased from 2.9% (796) in CY 2003 to 2.5% (721) in FY 2006. The counties with high prison commitment rates for straddle cell or intermediate sanction cell offenders are required to address these issues in their annual community corrections comprehensive plan and application for funding.

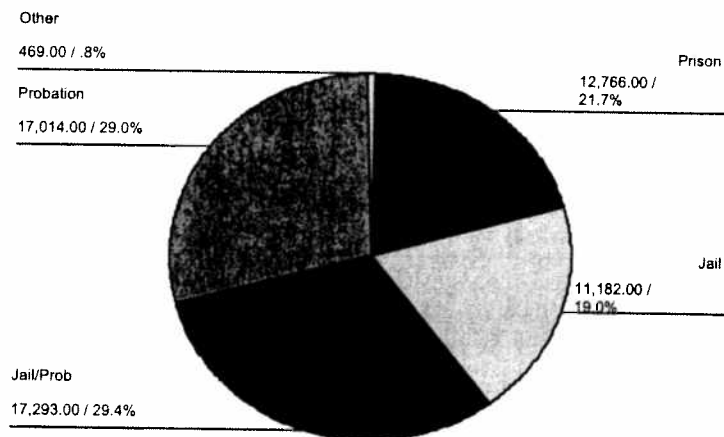
Table 1.1

**Michigan Department of Corrections  
Office of Community Corrections  
Statewide Dispositions - Fiscal Year 2006**  
Based Upon OMNI Data - Most Serious Offense per Disposition Date - No Record Exclusions

**Overall Dispositions - October 2005 thru September 2006**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Prison	12766	21.7	21.7	21.7
	Jail	11182	19.0	19.0	40.8
	Jail/Prob	17293	29.4	29.4	70.2
	Probation	17014	29.0	29.0	99.2
	Other	469	.8	.8	100.0
	Total	58724	100.0	100.0	

**DISPOSITION**



**Statewide Disposition Rates by Quarter**

			DISPOSITION					
			Prison	Jail	Jail/Prob	Probation	Other	Total
Quarter	2005 4th Qtr	Count	2915	2511	4046	3912	107	13491
		% within Quarter	21.6%	18.6%	30.0%	29.0%	.8%	100.0%
	2006 1st Qtr	Count	3327	2875	4381	4378	114	15075
		% within Quarter	22.1%	19.1%	29.1%	29.0%	.8%	100.0%
	2006 2nd Qtr	Count	3415	2869	4542	4374	111	15311
		% within Quarter	22.3%	18.7%	29.7%	28.6%	.7%	100.0%
	2006 3rd Qtr	Count	3109	2927	4324	4350	137	14847
		% within Quarter	20.9%	19.7%	29.1%	29.3%	.9%	100.0%
Total		Count	12766	11182	17293	17014	469	58724
		% within Quarter	21.7%	19.0%	29.4%	29.0%	.8%	100.0%



### Statewide Dispositions Within Guideline Group

			DISPOSITION					Total
			Prison	Jail	Jail/Prob	Probation	Other	
Guideline Group	SGL NA	Count	3831	6800	1291	1853	147	13922
		% within Guideline	27.5%	48.8%	9.3%	13.3%	1.1%	100.0%
	Intermediate	Count	721	2911	11831	13331	255	29049
		% within Guideline	2.5%	10.0%	40.7%	45.9%	.9%	100.0%
	Straddle	Count	3935	1404	3733	1609	43	10724
		% within Guideline	36.7%	13.1%	34.8%	15.0%	.4%	100.0%
	Presumptive	Count	4279	67	438	221	24	5029
		% within Guideline	85.1%	1.3%	8.7%	4.4%	.5%	100.0%
	Total	Count	12766	11182	17293	17014	469	58724
		% within Guideline	21.7%	19.0%	29.4%	29.0%	.8%	100.0%

### Statewide - Fiscal Year 2006 Dispositions by Guideline and Offense Group

			DISPOSITION					Total
			Prison	Jail	Jail/Prob	Probation	Other	
SGL NA	Offense Group1	Count	2188	1844	392	653	32	5109
		% within Group	42.8%	36.1%	7.7%	12.8%	.6%	100.0%
	Offense Group2	Count	1643	4956	899	1200	115	8813
		% within Group	18.6%	56.2%	10.2%	13.6%	1.3%	100.0%
	Total	Count	3831	6800	1291	1853	147	13922
		% within Group	27.5%	48.8%	9.3%	13.3%	1.1%	100.0%
	Intermediate	Count	209	778	3436	3515	83	8021
		% within Group	2.6%	9.7%	42.8%	43.8%	1.0%	100.0%
	Offense Group2	Count	512	2133	8395	9816	172	21028
		% within Group	2.4%	10.1%	39.9%	46.7%	.8%	100.0%
Intermediate	Total	Count	721	2911	11831	13331	255	29049
		% within Group	2.5%	10.0%	40.7%	45.9%	.9%	100.0%
	Straddle	Count	1434	494	1534	602	13	4077
		% within Group	35.2%	12.1%	37.6%	14.8%	.3%	100.0%
	Offense Group2	Count	2501	910	2199	1007	30	6647
		% within Group	37.6%	13.7%	33.1%	15.1%	.5%	100.0%
	Total	Count	3935	1404	3733	1609	43	10724
		% within Group	36.7%	13.1%	34.8%	15.0%	.4%	100.0%
	Presumptive	Count	3552	41	335	151	22	4101
		% within Group	86.6%	1.0%	8.2%	3.7%	.5%	100.0%
Presumptive	Offense Group2	Count	727	26	103	70	2	928
		% within Group	78.3%	2.8%	11.1%	7.5%	.2%	100.0%
	Total	Count	4279	67	438	221	24	5029
		% within Group	85.1%	1.3%	8.7%	4.4%	.5%	100.0%

Group 1 offenses: Homicide, Robbery, CSC, Assault, Other Sex Offenses, Assaultive Other, Burglary and Weapon Possession.  
Group 2 offenses: Larceny, Fraud, Forgery/Embezzle, Motor Vehicle, Mal. Destruction, Drugs, OUIL 3<sup>rd</sup> and Other Non-Asslt.

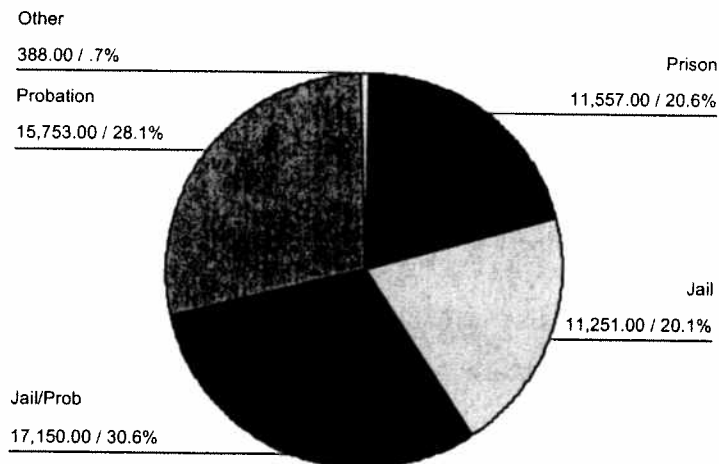
Table 1.2

**Michigan Department of Corrections  
Office of Community Corrections  
Statewide Dispositions – Fiscal Year 2005**  
Based Upon OMNI Data - Most Serious Offense per Disposition Date - No Record Exclusions

**Overall Dispositions - October 2004 thru September 2005**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Prison	11557	20.6	20.6	20.6
	Jail	11251	20.1	20.1	40.7
	Jail/Prob	17150	30.6	30.6	71.2
	Probation	15753	28.1	28.1	99.3
	Other	388	.7	.7	100.0
	Total	56099	100.0	100.0	

**DISPOSITION**



**STATEWIDE DISPOSITION RATES BY QUARTER**

			DISPOSITION					
			Prison	Jail	Jail/Prob	Probation	Other	Total
Quarter	2004 4th Qtr	Count	2711	2594	4266	3782	84	13437
		% within Quarter	20.2%	19.3%	31.7%	28.1%	.6%	100.0%
	2005 1st Qtr	Count	2869	2797	4286	3920	101	13973
		% within Quarter	20.5%	20.0%	30.7%	28.1%	.7%	100.0%
	2005 2nd Qtr	Count	2976	2993	4377	4012	112	14470
		% within Quarter	20.6%	20.7%	30.2%	27.7%	.8%	100.0%
	2005 3rd Qtr	Count	3001	2867	4221	4039	91	14219
		% within Quarter	21.1%	20.2%	29.7%	28.4%	.6%	100.0%
Total		Count	11557	11251	17150	15753	388	56099
		% within Quarter	20.6%	20.1%	30.6%	28.1%	.7%	100.0%

# FY 2005 STATEWIDE DISPOSITIONS WITHIN GUIDELINE GROUP

			DISPOSITION					Total
			Prison	Jail	Jail/Prob	Probation	Other	
Guideline Group	SGL NA	Count	3580	6871	1367	1834	138	13790
		% within Guideline	26.0%	49.8%	9.9%	13.3%	1.0%	100.0%
	Intermediate	Count	631	2824	11687	12416	207	27765
		% within Guideline	2.3%	10.2%	42.1%	44.7%	.7%	100.0%
	Straddle	Count	3397	1488	3658	1352	29	9924
		% within Guideline	34.2%	15.0%	36.9%	13.6%	.3%	100.0%
	Prison	Count	3949	68	438	151	14	4620
		% within Guideline	85.5%	1.5%	9.5%	3.3%	.3%	100.0%
	Total	Count	11557	11251	17150	15753	388	56099
		% within Guideline	20.6%	20.1%	30.6%	28.1%	.7%	100.0%

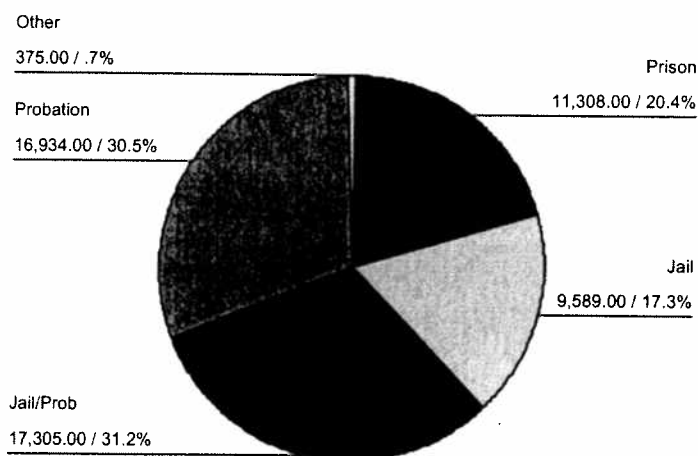
Table 1.3

**Michigan Department of Corrections  
Office of Community Corrections  
Statewide Dispositions – Fiscal Year 2004**  
Based Upon OMNI Data - Most Serious Offense per Disposition Date - No Record Exclusions

**Overall Dispositions October 2003 thru September 2004**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Prison	11308	20.4	20.4	20.4
	Jail	9589	17.3	17.3	37.6
	Jail/Prob	17305	31.2	31.2	68.8
	Probation	16934	30.5	30.5	99.3
	Other	375	.7	.7	100.0
	Total	55511	100.0	100.0	

**DISPOSITION**



**FY 2004 STATEWIDE DISPOSITIONS WITHIN GUIDELINE GROUP**

		DISPOSITION						
Guideline Groups	SGL NA		Prison	Jail	Jail/Prob	Probation	Other	Total
		Count	3405	5617	1648	2670	156	13496
		% within Guideline Groups	25.2%	41.6%	12.2%	19.8%	1.2%	100.0%
	Intermediate	Count	709	2596	11715	12693	136	27849
		% within Guideline Groups	2.5%	9.3%	42.1%	45.6%	.5%	100.0%
	Straddle	Count	3449	1304	3574	1389	42	9758
		% within Guideline Groups	35.3%	13.4%	36.6%	14.2%	.4%	100.0%
	Prison	Count	3745	72	368	182	41	4408
		% within Guideline Groups	85.0%	1.6%	8.3%	4.1%	.9%	100.0%
Total		Count	11308	9589	17305	16934	375	55511
		% within Guideline Groups	20.4%	17.3%	31.2%	30.5%	.7%	100.0%

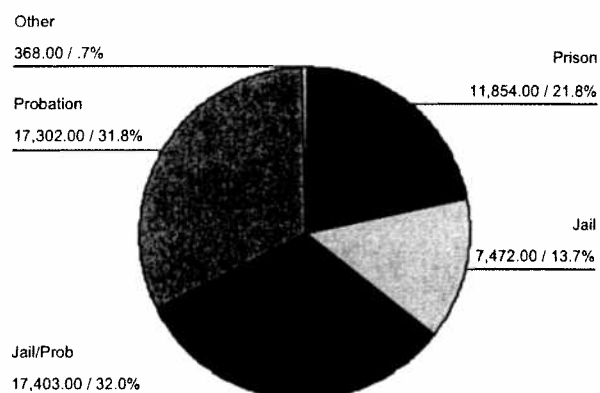
Table 1.4

**Michigan Department of Corrections**  
**Office of Community Corrections**  
**Statewide Dispositions - Calendar Year 2003**  
**Based Upon OMNI Data - Most Serious Offense per Disposition Date - No Record Exclusions**

**Overall Dispositions for Calendar Year 2003**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Prison	11854	21.8	21.8	21.8
	Jail	7472	13.7	13.7	35.5
	Jail/Prob	17403	32.0	32.0	67.5
	Probation	17302	31.8	31.8	99.3
	Other	368	.7	.7	100.0
	Total	54399	100.0	100.0	

DISPOSITION



STATEWIDE DISPOSITIONS WITHIN GUIDELINE GROUP

			DISPOSITION					
			Prison	Jail	Jail/Prob	Probation	Other	Total
Guideline Groups	SGL NA	Count	4240	4318	2290	3596	149	14593
		% within Guideline Groups	29.1%	29.6%	15.7%	24.6%	1.0%	100.0%
	Intermediate	Count	766	2024	11635	12230	153	26808
		% within Guideline Groups	2.9%	7.5%	43.4%	45.6%	.6%	100.0%
	Straddle	Count	3327	1066	3158	1307	38	8896
		% within Guideline Groups	37.4%	12.0%	35.5%	14.7%	.4%	100.0%
	Prison	Count	3521	64	320	169	28	4102
		% within Guideline Groups	85.8%	1.6%	7.8%	4.1%	.7%	100.0%
Total		Count	11854	7472	17403	17302	368	54399
		% within Guideline Groups	21.8%	13.7%	32.0%	31.8%	.7%	100.0%

Table 1.5

**Michigan Department of Corrections**  
**Office of Community Corrections**  
**Statewide OUIL3 Dispositions**  
**Based Upon OMNI Data - Most Serious Offense per Disposition Date - No Record Exclusions**

**Fiscal Year 2006 OUIL3 Dispositions by Guideline Group**

		DISPOSITION					Total
		Prison	Jail	Jail/Prob	Probation	Other	
SGL NA	Count	241	213	38	5	1	498
	% in Guideline Group	48.4%	42.8%	7.6%	1.0%	.2%	100.0%
Intermediate	Count	39	45	1137	123	0	1344
	% in Guideline Group	2.9%	3.3%	84.6%	9.2%	.0%	100.0%
Straddle	Count	354	40	387	55	0	836
	% in Guideline Group	42.3%	4.8%	46.3%	6.6%	.0%	100.0%
Presumptive	Count	43	0	3	2	0	48
	% in Guideline Group	89.6%	.0%	6.3%	4.2%	.0%	100.0%
Total	Count	677	298	1565	185	1	2726
	% in Guideline Group	24.8%	10.9%	57.4%	6.8%	.0%	100.0%

**Fiscal Year 2005 OUIL3 Dispositions by Guideline Group**

		DISPOSITION					Total
		Prison	Jail	Jail/Prob	Probation	Other	
SGL NA	Count	273	218	51	10	2	554
	% in Guideline Grp	49.3%	39.4%	9.2%	1.8%	.4%	100.0%
Intermediate	Count	34	45	1243	95	0	1417
	% in Guideline Grp	2.4%	3.2%	87.7%	6.7%	.0%	100.0%
Straddle	Count	379	41	421	43	0	884
	% in Guideline Grp	42.9%	4.6%	47.6%	4.9%	.0%	100.0%
Presumptive	Count	33	0	5	0	0	38
	% in Guideline Grp	86.8%	.0%	13.2%	.0%	.0%	100.0%
Total	Count	719	304	1720	148	2	2893
	% in Guideline Grp	24.9%	10.5%	59.5%	5.1%	.1%	100.0%

**Fiscal Year 2004 OUIL3 Dispositions by Guideline Group**

		DISPOSITION				Total
		Prison	Jail	Jail/Prob	Probation	
SGL NA	Count	259	181	78	10	528
	% in Guideline Grp	49.1%	34.3%	14.8%	1.9%	100.0%
Intermediate	Count	28	40	1444	92	1604
	% in Guideline Grp	1.7%	2.5%	90.0%	5.7%	100.0%
Straddle	Count	367	38	469	47	921
	% in Guideline Grp	39.8%	4.1%	50.9%	5.1%	100.0%
Presumptive	Count	45	0	4	1	50
	% in Guideline Grp	90.0%	.0%	8.0%	2.0%	100.0%
Total	Count	699	259	1995	150	3103
	% in Guideline Grp	22.5%	8.3%	64.3%	4.8%	100.0%

**Calendar Year 2003 OUIL3 Dispositions by Guideline Group**  
**(Calendar year used because OMNI extract data not available prior to 1/1/2003)**

		DISPOSITION					Total
		Prison	Jail	Jail/Prob	Probation	Other	
SGL NA	Count	346	151	124	22	0	643
	% in Guideline Grp	53.8%	23.5%	19.3%	3.4%	.0%	100.0%
Intermediate	Count	36	24	1502	153	2	1717
	% in Guideline Grp	2.1%	1.4%	87.5%	8.9%	.1%	100.0%
Straddle	Count	321	32	462	60	1	876
	% in Guideline Grp	36.6%	3.7%	52.7%	6.8%	.1%	100.0%
Presumptive	Count	38	1	2	0	0	41
	% in Guideline Grp	92.7%	2.4%	4.9%	.0%	.0%	100.0%
Total	Count	741	208	2090	235	3	3277
	% in Guideline Grp	22.6%	6.3%	63.8%	7.2%	.1%	100.0%

## **PART 2**

### **JAIL UTILIZATION**

Section 8.4 of P.A. 511 explains that the purpose of the Act includes the participation of offenders who would likely be sentenced to imprisonment in a state correctional facility or jail. Section 2 (c) defines "community corrections program" as a program that is an alternative to incarceration in a state correctional facility or jail. Through the years, as prison commitment rates decreased, and as a result of legislative changes, the role of jails in the community corrections system has changed. This section examines the use of jails in Michigan as part of the continuum of sanctions available in sentencing decisions.

The State Community Corrections Board has adopted priorities for jail use for community corrections. Each CCAB is required to examine the jail management practices and policies as part of the annual community corrections comprehensive plan and application for funds. Local policies/practices directly affect the availability of jail beds which can be utilized for sentenced felons. Local jurisdictions have implemented a wide range of policies/practices to influence the number and length of stay of different offender populations. The local policies/practices include conditional release options for pretrial detainees, restrictions on population groups which can be housed in the jail in order to reserve jail beds for offenders who are a higher risk to public safety, earned release credits (i.e., reduction in jail time for participation in in-jail programming), and structured sentencing.

Due to the high number of straddle cell offenders sentenced to prison, the State Community Corrections Board has targeted this population as a priority population for community corrections. During CY 2003, 47.5% (4,224) of the straddle cell dispositions included a jail term, whereas in FY 2005 51.9% (5,146) of the dispositions included a jail term. However, in FY 2006 the number of straddle cell dispositions with a jail term decreased to 47.9% (5,137) which correlates with the increase in prison dispositions for this population.

A jail sentence is also a key sanction used for probation violators. Local probation response guides often include jail time along with additional local sanctions imposed, including programs funded by community corrections. Jail crowding issues can impact the use of jails and availability of beds for alternative sanctions for different felony offender target groups, such as straddle cell offenders, probation violators, and even intermediate sanction offenders. The use of jail beds for serious felony offenders is an issue when jail crowding occurs.

Community corrections programs have been established to impact the amount of jail time that offenders serve. Program policies have been established so that program participation and successful completion of programs lead to decreased lengths of stay in jail.

#### **Jail Statistics Overview**

Michigan has jails in 81 of its 83 counties. County jail capacity was 15,826 beds in 1998 and is expected to approach 19,595 by the end of 2007. The majority of these jails have been electronically submitting jail utilization and inmate profile data to the State since 1998. Collectively these county data inputs comprise the Jail Population Information System (JPIS). Jail reporting from year to year has been less than uniform in jail representation due to issues such as jails changing jail management systems, but data since 1998 indicate the percent of total capacity reported has been on the increase. In 2006, over 92% of statewide county jail capacity was reported by 73 of the 81 jails.

Jails play a vital role in the sanctioning process, and one of the stated purposes of JPIS is to provide information to support coherent policy making. Using JPIS data the State and CCABs can track jail utilization, study utilization trends, examine characteristics of offenders being sent to jail, and evaluate specific factors affecting jail utilization. Such analysis can lead to potential alternatives to incarceration and result in formulation of other objectives to improve utilization (i.e., reduce jail crowding, change offender population profiles, reduce the average length of stay). Further, the data can be used to monitor the utilization of the jails before and after various policies, practices, procedures or programming are implemented.



Recognizing that all counties are not represented in data submissions and periodically some counties' data may not be up-to-date, statewide summary reports do not completely represent State figures or State totals; however, input from rural, urban, and metropolitan counties is included and such reports should present a reasonable and useful representation.

Tables 2.1, 2.2 and 2.3, present statewide summary reports compiled from JPIS data for CY 2003, CY 2004 and CY 2005. The reports categorize the offenders housed in jails by their crime class and legal status (i.e., felons/misdemeanants and sentenced/unsentenced) and indicate the number of offenders housed, average daily populations, average lengths of stay, and the number of releases upon which lengths of stay are based.

The first section of the reports focus on felons and misdemeanants that originated in the reporting counties, the part of the jail population comprised of offenders boarded in (for the State, Federal government, other counties, tribal or other jurisdictions), and "other" offenders (those held on writs, etc.). The following sections focus on target populations, offender distribution by objective classification, and a listing of the overall top ten offense categories for the state – based on the percentage of jail capacity utilized.

In the statewide reports, both the sections on top-ten offenses and targeted populations indicate that arrests for alcohol related offenses and felony probation violators use significant percentages of the jails capacity. The data reflects that in the past two years the percentage of jail capacity used for these populations has declined which indicates that community corrections programs targeted toward these populations have improved jail utilization.

The statewide reports also reflect an increased use of jail beds for parole violators within the DOC category which is consistent with the department's initiative to contract locally for jail space in lieu of returning these offenders to prison.

### **CY 2003, CY 2004 and CY 2005 JPIS Data**

Tables 2.1, 2.2, and 2.3 present statewide Jail Population Information System (JPIS) data for CY 2003, CY 2004 and CY 2005. JPIS submission cessation during introduction of new jail management systems can cause variations in reporting figures; however, 73 jails (92.4% of the jail capacity statewide) have reported data electronically to the State during this time period.

JPIS data shows the following trends in jail capacity utilization statewide by specific populations:

	<u>CY 2003</u>	<u>CY 2004</u>	<u>CY 2005</u>
- Felons unsentenced during their time in jail:	24.2%	23.6%	22.0%
- Felons sentenced prior to admission:	12.7%	11.4%	10.9%
- Felons sentenced after admission:	19.3%	18.5%	18.0%
- Misdemeanants unsentenced during their time in jail:	10.9%	10.5%	10.9%
- Misdemeanants sentenced prior to admission:	10.2%	9.8%	10.0%
- Misdemeanants sentenced after admission:	9.8%	10.2%	11.3%
- Felons with arrests related to alcohol:	3.3%	2.6%	2.1%
- Parole Violators:	1.6%	1.8%	2.1%
- Felony Circuit Probation Violators:	5.6%	6.8%	6.6%

JPIS data shows the following trends statewide for the average daily populations in jails by specific groups:

	<u>CY 2003</u>	<u>CY 2004</u>	<u>CY 2005</u>
- Felons with arrests related to alcohol:	4,120	3,406	3,182
- Parole Violators:	3,142	4,376	5,100
- Felony Circuit Probation Violators:	8,794	12,249	11,774

**StateWide  
2003**

Jan thru Dec

Months of Data: 12

	Average Daily Populations				No Status Change				Sentenced After Admission				Total Offenders			
	ADP	ADP % of ADP % of ADP % of	Housed +	Bd Out	Releases	AVLOS Only	Releases	AVLOS Only	Releases	AVLOS Part	Releases	AVLOS Part	Releases	AVLOS Overall	Releases	AVLOS Overall
	Housed	Housed	Housed	Housed	Only	Only	Only	Only	Only	Only	Only	Only	Only	Only	Only	Only
Housed																
Regular Inmates																
Unsentenced Felons	4,033.9	25.3%			67,387	20.3							67,387	20.3		
Unsentenced Misdemeanants	1,817.8	11.4%			139,682	4.6							139,682	4.6		
Sentenced Felon (prior to admission)	2,115.6	13.3%														
Sentenced Felon (after admission)	3,219.6	20.2%														
Sentenced Misd (prior to admission)	1,703.9	10.7%														
Sentenced Misd (after admission)	1,631.0	10.2%														
Boarded In																
DOC	125.9	0.8%														
Federal	428.8	2.7%														
Other Counties	465.3	2.9%														
Other	393.1	2.5%														
<b>Total Housed</b>	<b>15,934.9</b>	<b>100.0%</b>			<b>226,148</b>	<b>10.2</b>			<b>55,911</b>	<b>2.6</b>			<b>29,318</b>	<b>36.8</b>	<b>311,377</b>	<b>18.5</b>
<b>Jail Capacity</b>	<b>16,696.7</b>															
<b>Target Populations **</b>																
Felony Alcohol Related Arrests	4,120															
Parole Violators	3,142															
Felony Circuit Court Probation Violators	8,794															

**Objective Classification of Felon Population (Max =1)**

Housed Non-Boarders Per Level

Unk	1	2	3	4	5	6	7	8
4.7%	6.0%	12.7%	9.1%	7.3%	13.0%	3.6%	2.7%	0.0%

**Top Ten Offense Categories by Percentage of Jail Capacity Utilized**

Rank	ADP % of Capacity	Arrest Charge Code ***	Crime Class	Description	Offenders on Record	Releases Overall	AVLOS Overall
1	5.2%	Various	M	Alcohol Related Arrests	39,566	38,858	8.0
2	4.7%	Various	F	Probation Violators	8,794	7,999	34.4
3	3.2%	Various	F	Alcohol Related Arrests	4,120	3,655	55.8
4	2.8%	Various		Offenders from Other Counties	7,457	7,026	24.0
5	2.6%	Various		Federal Offenders	4,327	3,925	39.1
6	2.0%	Various	M	Probation Violators	5,718	5,460	21.9
7	1.5%	P333.74032A5	F	CONT. SUB. - POSSESS LESS THAN 25 GRAMS	3,308	3,058	30.6
8	1.4%	P750.812	M	DOMESTIC VIOLENCE	8,812	8,591	10.0
9	1.2%	U5015	M	FAILURE TO APPEAR	11,248	11,050	6.7
10	1.2%	P333.74012A4	F	CONT. SUB-DELIVER/MFG LESS THAN 50 GR	2,440	2,226	32.3

\*\*\* Charge Code Prefixes: P for PACCC code, M for MCL Code, or U for UCR/MICR Arrest Code

**State Wide Jail Capacities \*\*\*\***

Reporting Jails	All Jails	Percent Reported
16,696.7	18,034.4	92.6%

\*\*\*\* Fractional jail capacities due to mid-year jail construction.

Counties Reporting	Counties with Jails	Percent Reporting
71	81	87.7%

**StateWide  
2004**

Jan thru Dec

Months of Data: 12

	Offenders on Record	Average Daily Populations				No Status Change				Sentenced After Admission				Total Offenders			
		ADP	ADP % of Housed	ADP % of Reporting	ADP % of Housed + Bd Out	Releases	AvLOS Only Presentenced	Releases	AvLOS Only Sentenced	Releases	AvLOS Part Presentenced	Releases	AvLOS Overall				
		ADP	ADP % of Housed	ADP % of Reporting	ADP % of Housed + Bd Out	Releases	AvLOS Only Presentenced	Releases	AvLOS Only Sentenced	Releases	AvLOS Part Presentenced	Releases	AvLOS Overall				
<b>Housed</b>																	
Regular Inmates																	
Unsentenced Felons	71,676	4,012.8	25.2%	23.6%		66,756	20.5							66,756	20.5		
Unsentenced Misdemeanants	134,642	1,787.2	11.2%	10.5%		132,381	4.7							132,381	4.7		
Sentenced Felon (prior to admission)	15,064	1,943.9	12.2%	11.4%				13,223	52.8					13,223	52.8		
Sentenced Felon (after admission)	14,979	3,140.3	19.7%	18.5%				33,861	17.3					33,861	17.3		
Sentenced Misd (prior to admission)	35,357	1,673.0	10.5%	9.8%													
Sentenced Misd (after admission)	17,169	1,734.6	10.9%	10.2%													
<b>Boarded In</b>																	
DOC	3,727	207.4	1.3%	1.2%													
Federal	4,221	448.6	2.8%	2.6%		2,968	17.7	373	18.6	139	59.0	24.4		3,480	20.4		
Other Counties	6,718	440.0	2.8%	2.6%		3,645	42.3	60	39.6	27	87.1	21.0		3,732	42.7		
Other	14,669	556.8	3.5%	3.3%		1,979	11.1	4,308	31.3	72	27.7	38.7		6,359	25.4		
<b>Total Housed</b>	<b>318,222</b>	<b>15,944.6</b>	<b>100.0%</b>	<b>93.8%</b>		<b>220,108</b>	<b>10.6</b>	<b>52,747</b>	<b>3.2</b>	<b>30,299</b>	<b>28.3</b>	<b>36.2</b>		<b>303,154</b>	<b>19.0</b>		
<b>Jail Capacity</b>		16,996.8															
<b>Target Populations**</b>																	
Felony Alcohol Related Arrests	3,406	398.3	15,100.7	2.6%	2.3%												
Parole Violators	4,376	230.8	12,956.0	1.8%	1.4%	1,714	17.7	873	73.8	492	53.4	61.0		3,079	49.1		
Felony Circuit Court Probation Violators	12,249	974.4	14,277.5	6.8%	5.7%	3,287	17.7	787	29.5	80	30.2	43.5		4,154	21.0		
						6,406	18.6	2,392	34.4	2,608	17.4	45.6		11,406	32.1		

\*\* ADP % of Capacity for Target Populations is based on the jail capacity of the counties reporting the target offense.

**Objective Classification of Felon Population (Max =1)**

Housed Non-Boarders Per Level	Unk	1	2	3	4	5	6	7	8
	39.2%	5.0%	5.7%	12.2%	9.9%	7.5%	14.2%	3.5%	2.8%

**Top Ten Offense Categories by Percentage of Jail Capacity Utilized**

Rank	ADP % of Capacity	Arrest Charge Code***	Crime Class	Description	Offenders on Record	Releases Overall	AvLOS Overall
1	5.7%	Various	F	Probation Violators	12,249	11,406	32.1
2	4.5%	Various	M	Alcohol Related Arrests	34,637	33,955	8.0
3	3.3%	Various	M	Probation Violators	12,333	11,799	16.6
4	2.6%	Various	O	Federal Offenders	4,167	3,680	42.8
5	2.5%	Various	O	Offenders from Other Counties	6,542	6,196	25.4
6	2.3%	Various	F	Alcohol Related Arrests	3,406	3,079	49.1
7	1.5%	P333.74032A5	F	CONT. SUB. - POSSESS LESS THAN 25 GRAMS	3,309	3,062	30.7
8	1.4%	M333.7404	F	CONTROLLED SUBSTANCE - USE	1,750	1,512	57.3
9	1.4%	P750.812	M	DOMESTIC VIOLENCE	8,253	8,051	10.7
10	1.4%	ParV	F	Parole Violators	4,376	4,154	21.0

\*\*\* Charge Code Prefixes: P for PACCC code, M for MCL Code, O for UCR/MICR Arrest Code

**State Wide Jail Capacities\*\*\*\***

Reporting Jails	All Jails	Percent Reported
16,996.8	18,402.5	92.4%

**State Wide Jails Reporting (Two Counties w/o Jails)**

Counties Reporting	Counties with Jails	Percent Reporting
71	81	87.7%

\*\*\*\* Fractional jail capacities due to mid-year jail construction.

**StateWide  
2005**

StateWide's Latest Submission: 12/11/2006

Jan thru Dec  
Months of Data: 12

	Average Daily Populations			No Status Change			Sentenced After Admission			Total Offenders		
	ADP	ADP % of Housed	ADP % of Reporting Jails	Releases	AVLOS Only Presentenced	Releases	AVLOS Part Presentenced	Releases	AVLOS Overall	Releases	AVLOS Overall	Releases
	ADP % of Housed + Bd Out	ADP % of Reporting Jails	ADP % of Reporting Jails	Releases	AVLOS Only Presentenced	Releases	AVLOS Part Presentenced	Releases	AVLOS Overall	Releases	AVLOS Overall	Releases
Housed												
Regular Inmates												
Unsentenced Felons	69,249	23.5%	22.0%	64,290	19.8					64,290	19.8	
Unsentenced Misdemeanants	132,310	11.6%	10.9%	129,862	5.0					129,862	5.0	
Sentenced Felon (prior to admission)	15,538	11.6%	10.9%			13,744	49.7			13,744	49.7	
Sentenced Felon (after admission)	14,968	19.2%	18.0%					13,388	49.6	13,388	49.6	
Sentenced Misd (prior to admission)	36,036	10.6%	10.0%									94.0
Sentenced Misd (after admission)	19,019	12.1%	11.3%			34,470	17.7	17,830	25.7	34,470	17.7	
Boarded In												
DOC	4,621	1.7%	1.6%			814	24.8			17,830	41.2	
Federal	4,410	2.7%	2.6%			42	57.7	139	31.1	4,346	22.7	
Other Counties	5,833	2.4%	2.2%			3,866	33.2	31	26.9	3,939	41.1	
Other	19,209	4.6%	4.3%			1,711	9.3	92	44.8	5,654	26.7	
Total Housed	321,193	100.0%	93.8%	219,436	10.6	54,195	4.8	32,466	27.8	306,097	19.3	
Jail Capacity	17,319.9											
Target Populations **												
Felony Alcohol Related Arrests	3,182	16,549.6	2.1%	1,638	16.8	824	64.6	429	52.6	2,891	44.7	
Parole Violators	5,100	13,444.8	2.1%	3,712	18.7	986	24.4	106	26.9	4,804	21.0	
Felony Circuit Court Probation Violators	11,774	14,216.8	6.6%	5,880	17.0	2,658	34.0	2,393	16.2	10,931	31.0	

ADP % of Capacity for Target Populations is based on the jail capacity of the counties reporting the target offense.

Unk	1	2	3	4	5	6	7	8
37.3%	4.6%	6.5%	12.3%	10.2%	8.2%	14.3%	3.8%	2.8%

**Objective Classification of Felon Population (Max = 1)**

Rank	ADP % of Capacity	Arrest Charge Code***	Crime Class	Description	Offenders on Record	Releases Overall	AVLOS Overall
1	5.4%	Various	F	Probation Violators	11,774	10,931	31.0
2	4.4%	Various	M	Alcohol Related Arrests	35,139	34,452	7.7
3	3.5%	Various	M	Probation Violators	13,082	12,524	17.0
4	2.6%	Various	O	Federal Offenders	4,387	3,918	41.2
5	2.1%	Various	O	Offenders from Other Counties	5,678	5,503	26.4
6	2.0%	Various	F	Alcohol Related Arrests	3,182	2,891	44.7
7	1.7%	ParV	F	Parole Violators	5,100	4,804	21.0
8	1.4%	P333.74032A5	F	CONT. SUB. - POSSESS LESS THAN 25 GRAMS	3,221	2,977	30.6
9	1.4%	P750.812	M	DOMESTIC VIOLENCE	7,903	7,668	11.6
10	1.4%	P333.74012A4	F	CONT. SUB-DELIVER/MFG LESS THAN 50 GR	2,598	2,387	36.6

\*\*\* Charge Code Prefixes: P for PACS code, M for MCL Code, or U for UCR/MCR Arrest Code

State Wide Jail Capacities****		
Reporting Jails	All Jails	Percent Reported
17,319.9	18,735.5	92.4%

State Wide Jails Reporting (Two Counties w/o Jails)		
Counties Reporting	Counties with Jails	Percent Reporting
73	81	90.1%

\*\*\*\* Fractional jail capacities due to mid-year jail construction.

Table 2.3

## **PART 3**

### **PROGRAM UTILIZATION**

Community corrections programs are expected to contribute to local goals and objectives concerning prison commitments and/or jail utilization of their respective counties. Appropriate program policies and practices must be implemented for programs to serve as diversions from prison or jail, or as treatment programs that reduce the risk of recidivism.

To impact prison commitment and jail utilization rates, specific target populations have been identified due to the high number of these offenders being sentenced to prison or jail. It is not possible to individually identify offenders that would have been sentenced to prison or jail if alternative sanctions or treatment programs were not available. But as a group, evidence can be presented to support their designation as a target population.

National research<sup>1</sup> has shown that appropriately targeted and administered cognitive restructuring and substance abuse programs reduce recidivism. Community corrections funds have been used to fund these types of programs based upon these national studies.

Further, supporting information is available concerning the impact of community corrections sanctions and programs on jail utilization. It is possible to identify local sentencing policies that specify that jail time will be decreased based upon an offender's participation or completion of community corrections programs.

#### **Enrolled Offenders and Outcomes**

This section presents information relative to offenders enrolled into community corrections programs during FY 2005 and FY 2006. In the following tables, an offender can be represented in more than one category, since he or she may be enrolled in multiple programs. Information that can be determined through examination of the tables includes the following:

- Table 3.1, indicates that in FY 2005 nearly 40,000 offenders accounted for nearly 49,000 enrollments in programs funded by community corrections – 80.4% of the program outcomes were successful. Felony offenders accounted for the majority of reported enrollments – 79.3% of the program outcomes were successful.
- Table 3.2, indicates that in FY 2006 that over 43,000 offenders accounted for over 52,000 enrollments in programs funded by community corrections – 76.3% of the program outcomes have been successful. Felony offenders accounted for the majority of reported enrollments – 80.8% of the program outcomes have been successful.
- Table 3.3, indicates that in FY 2005 specific program successful outcomes were: substance abuse 72.9%, mental health services 69.8%, educational services 79.8% and employment services 76.7%.
- Table 3.4, indicates that in FY 2006 specific program successful outcomes were: substance abuse 67.9%, mental health services 82.2%, educational services 81.5% and employment services 86.2%.

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<sup>1</sup> Andrews, D. A. & Bonta, James (2003) The Psychology of Criminal Conduct Cincinnati, Ohio: Anderson Publishing Co.

Table 3.1

State Summary of Program Participants by Crime Class & Legal Status With Percents of Successful Outcomes P.A. 511 Funded Fiscal Year FY2005						
Offenders in Programs				Outcomes from Program Enrollments		
	Number of Offenders	%		Program Enrollments	Successful Outcomes	% Successful
<b><u>Felons</u></b>						
Unsented	10,529	43.7%		13,435	11,816	88.4%
Sented	13,564	56.3%		16,864	11,992	71.9%
Total	24,093	100.0%		30,299	23,808	79.3%
<b><u>Misdemeanants</u></b>						
Unsented	6,656	41.9%		8,208	7,317	89.8%
Sented	9,214	58.1%		10,380	8,166	79.9%
Total	15,870	100.0%		18,588	15,483	84.3%
<b><u>Total</u></b>						
Unsented	17,185	43.0%		21,643	19,133	88.9%
Sented	22,778	57.0%		27,244	20,158	74.9%
Total	39,963	100.0%		48,887	39,291	80.4%

Per CCIS database of 2/8/2007

Table 3.2

State Summary of Program Participants by Crime Class & Legal Status With Percents of Successful Outcomes P.A. 511 Funded Fiscal Year FY2006						
Offenders in Programs				Outcomes from Program Enrollments		
	Number of Offenders	%		Program Enrollments	Successful Outcomes	% Successful
<b><u>Felons</u></b>						
Unsented	10,968	42.5%		13,880	11,927	90.3%
Sented	14,847	57.5%		18,253	12,293	73.3%
Total	25,815	100.0%		32,133	24,220	80.8%
<b><u>Misdemeanants</u></b>						
Unsented	6,427	37.1%		7,650	6,483	88.5%
Sented	10,884	62.9%		12,522	9,195	80.6%
Total	17,311	100.0%		20,172	15,678	83.7%
<b><u>Total</u></b>						
Unsented	17,395	40.3%		21,530	18,410	89.7%
Sented	25,731	59.7%		30,775	21,488	76.2%
Total	43,126	100.0%		52,305	39,898	76.3%

Per CCIS database of 2/8/2007

Table 3.3

State Summary of Program Enrollments by Crime Class & Legal Status										
With Percents of Successful Outcomes										
P.A. 511 Funded										
StateWide										
Fiscal Year FY2005										
Type of Program	New Enrollments	Number of Enrollments				Percent Successful				
		Unsented		Sented		Unsented		Sented		Overall
		Felony	Misd	Felony	Misd	Felony	Misd	Felony	Misd	
Case Mgt	12,058	1,566	948	5,337	4,207	N/A	N/A	N/A	N/A	N/A
Community Service	7,597	138	136	2,426	4,897	70.5%	80.1%	72.0%	80.2%	77.5%
Education	2,462	164	52	1,833	413	72.4%	76.0%	80.9%	78.7%	79.8%
Emplymt & Training	685	64	26	436	159	70.3%	76.9%	74.8%	84.3%	76.7%
Int Supervision	4,415	739	664	1,346	1,666	66.4%	85.0%	67.6%	82.1%	75.4%
Mental Health	589	88	63	276	162	68.2%	65.1%	70.8%	71.1%	69.8%
Pre-Trial Ser	18,695	10,854	6,201	881	759	91.8%	94.4%	89.5%	93.1%	92.6%
Residential Ser	6,658	283	51	6,054	270	66.4%	76.5%	63.8%	70.0%	64.3%
Substance Abuse	6,408	937	1,006	2,536	1,929	79.3%	68.3%	72.3%	72.8%	72.9%
Other	195	12	4	118	61	100.0%	100.0%	90.7%	93.4%	92.3%
DDJR/CTP	1,183	156	5	958	64	98.7%	60.0%	92.0%	87.3%	92.5%
Totals	60,945	15,001	9,156	22,201	14,587					
Totals w/o Case Mgt	48,887	13,435	8,208	16,864	10,380	88.2%	89.4%	75.1%	79.7%	81.6%

Per CCIS database on 2/8/2007

Table 3.4

State Summary of Program Enrollments by Crime Class & Legal Status										
With Percents of Successful Outcomes										
P.A. 511 Funded										
StateWide										
Fiscal Year FY2006										
Type of Program	New Enrollments	Number of Enrollments				Percent Successful				
		Unsented		Sented		Unsented		Sented		Overall
		Felony	Misd	Felony	Misd	Felony	Misd	Felony	Misd	
Case Mgt	16,546	3,245	888	7,207	5,206	N/A	N/A	N/A	N/A	N/A
Community Service	8,092	101	97	2,455	5,439	64.6%	89.2%	73.9%	81.1%	79.0%
Education	3,081	230	58	2,249	544	81.4%	71.2%	82.5%	78.2%	81.5%
Emplymt & Training	600	39	26	402	133	89.7%	100.0%	79.8%	99.2%	86.2%
Int Supervision	4,117	491	477	1,466	1,683	72.6%	79.5%	64.3%	80.8%	73.8%
Mental Health	700	87	48	380	185	84.5%	95.7%	81.3%	78.8%	82.2%
Pre-Trial Ser	20,122	11,496	5,798	1,623	1,205	93.5%	94.1%	92.6%	90.8%	93.5%
Residential Ser	6,555	228	126	5,841	360	71.8%	84.4%	64.9%	83.3%	66.6%
Substance Abuse	7,760	1,107	997	2,805	2,851	71.9%	58.4%	65.0%	72.9%	67.9%
Other	65	0	0	48	17	0.0%	0.0%	95.7%	92.3%	94.9%
DDJR/CTP	1,213	101	23	984	105	87.4%	84.2%	95.9%	86.3%	94.2%
Totals	68,851	17,125	8,538	25,460	17,728					
Totals w/o Case Mgt	52,305	13,880	7,650	18,253	12,522	91.3%	87.8%	77.1%	78.3%	82.3%

Per CCIS database on 2/8/2007

## PART 4

### FY 2007 APPROPRIATIONS

#### Community Corrections Plans and Services

FY 2007 Appropriation	\$12,533,000
FY 2007 Award of Funds	\$12,388,542

FY 2007 Community Corrections Plans and Services funds have been awarded to support community-based programs in 72 counties (46 county, city-county, or multi-county CCABs). Nearly \$51,400 is being held in reserve for counties until specific contractual conditions are complied with – additional awards may be made during prior to the end of the fiscal year to continue local programming.

The Plans and Services funds are utilized within local jurisdictions to support a wide-range of programming options for eligible defendants and sentenced offenders. The distribution of funds among program categories is presented below.

#### **Resource Commitment by Program Category:**

Community Service	\$1,030,640
Education	\$1,530,353
Employment/Training	\$ 145,278
Intensive Supervision	\$1,300,793
Mental Health	\$ 400,187
Pretrial	\$1,440,617
Substance Abuse	\$1,665,389
Case Management	\$2,084,680
Other	\$ 6,530
CCAB Administration	\$2,784,125

The commitment of funds among program categories has been changing, and it is expected that this pattern will continue over time as increased efforts are made throughout the state to address recidivism reduction through improving treatment effectiveness. More specifically, it is expected there will be a continued shifting of resources to cognitive behavioral-based and other programming for high risk of recidivism offenders.

This shifting or reallocation of resources, which began during FY 1999 and continued through the FY 2007 proposal development and award of funds process, reflects the effort and commitment of local jurisdictions to improve treatment effectiveness and reduce recidivism through the development and implementation of new approaches to substance abuse treatment, education and employment programming, improved case planning, sanction and service matching, case management functions, and strengthened monitoring and evaluation capabilities.

#### **Resource Commitment by Local Jurisdiction**

The sanctions and services for each jurisdiction, which are supported by FY 2007 Comprehensive Plans and Services funds, are identified on Table 4.1 entitled, "FY 2007 - Comprehensive Plans and Services: Summary of Program Budgets". The following Table 4.2 entitled "Budget Summary Plans and Service Funds FY 2007" provides statewide amounts for each sanction and services funded.



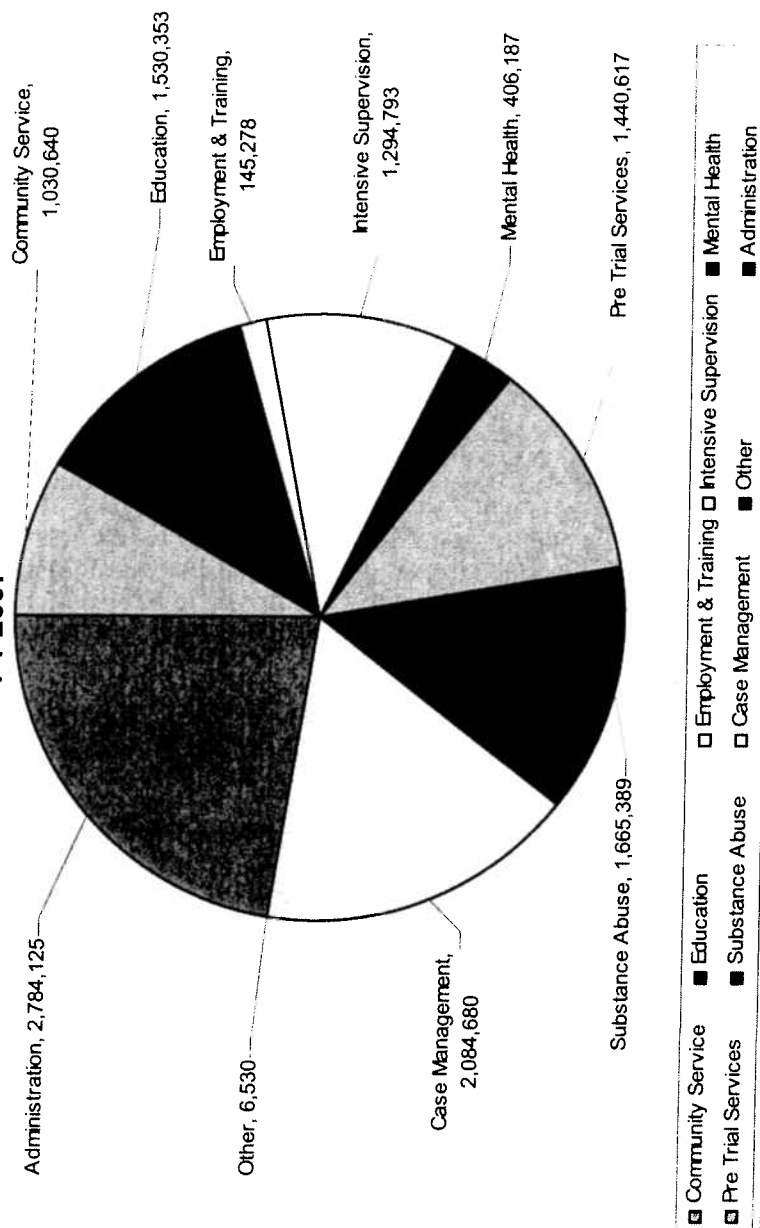
MICHIGAN DEPARTMENT OF CORRECTIONS OFFICE OF COMMUNITY CORRECTIONS FY 2007 - Comprehensive Plans and Services Summary of Program Budgets											
CCAB	Community Service	Education	Employment & Training	Intensive Supervision	Mental Health	Pre Trial Services	Substance Abuse	Case Management	Other	Administration	TOTALS
ALLEGAN	16,640	10,000	-	-	-	-	36,240	19,000	-	12,900	94,780
BARRY	2,500	34,672	-	-	-	-	23,053	-	-	23,676	83,901
BAY	12,000	-	-	-	-	21,990	55,630	14,700	-	43,500	147,820
BERRIEN	-	-	-	60,000	-	-	36,666	40,239	-	31,934	168,839
BRANCH	-	-	-	-	-	-	24,000	-	-	-	24,000
CALHOUN	-	24,000	-	32,000	-	80,000	-	23,000	-	49,335	208,335
CASS	5,400	-	-	9,600	-	-	19,715	23,185	-	25,200	83,100
CENTRAL U.P.	55,852	-	-	1,000	-	-	-	-	1,000	23,365	81,217
CLINTON	-	22,752	-	-	-	-	-	33,998	-	20,250	77,000
EASTERN U.P.	52,593	-	-	36,116	-	-	-	-	-	38,291	127,000
EATON	36,000	29,875	-	60,000	5,000	59,000	-	34,000	5,530	45,900	151,305
GENESEE	15,000	-	-	10,379	-	-	97,750	67,050	-	130,200	434,000
GRATIOT	10,379	11,896	-	-	-	-	-	-	-	12,929	45,583
HURON	18,000	4,500	-	68,250	-	-	9,575	-	-	13,725	45,800
INGHAM/LANSING	-	-	64,600	-	-	-	62,200	12,500	-	62,000	269,550
IONIA	18,000	25,000	-	18,050	8,675	6,350	15,000	-	-	25,000	83,000
ISABELLA	-	57,520	-	-	-	-	48,950	4,724	-	8,050	103,369
JACKSON	48,950	27,000	-	82,200	-	147,300	-	20,000	-	52,800	197,700
KALAMAZOO	23,700	14,900	-	44,000	49,800	135,664	176,950	83,150	-	71,200	403,000
KENT	58,086	46,020	17,500	13,500	-	-	-	6,000	-	185,500	796,670
LENAWEE	24,000	-	-	26,975	-	68,041	-	22,000	-	15,500	59,000
LIVINGSTON	-	30,500	-	51,900	218,793	106,000	24,000	104,000	-	32,958	180,474
MACOMB	59,500	109,000	-	17,000	-	-	-	-	-	186,600	859,793
MARQUETTE	26,000	15,000	-	-	-	-	-	-	-	21,000	79,000
MASON	-	10,000	-	14,000	10,000	-	-	20,500	-	15,900	56,400
MECOSTA	22,000	-	-	-	-	-	-	13,500	-	15,800	65,300
MIDLAND	-	-	2,600	-	15,408	-	71,485	20,460	-	31,960	141,913
MONROE	-	-	12,000	7,150	15,600	12,000	108,800	-	-	35,000	190,550
MONTCALM	8,250	26,117	7,578	-	-	-	12,380	6,615	-	18,250	79,190
MUSKEGON	21,034	-	35,000	-	-	-	40,000	46,340	-	48,660	191,034
NEMCOG	26,605	32,000	-	30,000	9,000	-	-	50,400	-	46,300	194,305
NEMCOG - SUNRISE SIDE	8,000	21,600	-	3,200	29,400	-	5,000	22,500	-	29,000	118,700
NORTHWEST MICH	-	88,200	-	-	12,285	-	41,500	204,301	-	45,874	392,160
OAKLAND	-	215,591	-	-	-	603,567	61,932	433,000	-	102,418	1,416,508
OSCEOLA	33,099	3,123	-	2,901	-	-	-	-	-	12,477	51,600
OTTAWA	54,000	25,000	-	70,000	-	-	-	22,755	-	48,245	220,000
SAGINAW	-	17,196	6,000	10,000	-	120,632	55,000	30,000	-	62,772	301,600
ST. CLAIR	-	-	-	22,000	-	-	48,463	50,937	-	14,700	136,100
ST. JOSEPH	-	25,000	-	32,900	20,200	-	-	-	-	26,000	104,100
SHUASWASSEE	-	25,083	-	16,715	-	-	-	-	-	17,800	59,598
13TH CIRCUIT	-	20,000	-	57,860	-	-	-	77,150	-	25,700	180,710
34TH CIRCUIT	17,922	31,308	-	11,187	12,026	-	20,500	19,557	-	39,500	152,000
THUMB REGIONAL	43,000	-	-	24,000	-	-	56,000	22,800	-	34,000	179,800
TRI CO REGIONAL	76,000	8,400	-	-	-	-	-	2,000	-	36,681	123,081
VAN BUREN	27,630	-	-	34,210	-	-	-	29,635	-	28,255	119,730
WASHTENAW	-	20,000	-	50,000	-	80,073	60,000	46,524	-	100,000	356,597
WAYNE	20,000	497,000	-	354,000	-	-	381,000	458,160	-	748,500	2,458,660
WCUP	190,500	2,100	-	23,700	-	-	9,900	-	-	68,520	294,720
TOTALS	1,030,640	1,530,353	145,278	1,294,793	406,187	1,440,617	1,665,389	2,084,680	6,530	2,784,125	12,388,592

Table 4.1  
PRN1 DAIL 2/9/2007

Table 4.1 PREP DATE 2/9/2007

Table 4.2

# **BUDGET SUMMARY PLANS AND SERVICE FUNDS FY 2007**



## **Residential Services**

<b>FY 2007 Appropriation</b>	<b>\$16,925,500</b>
<b>FY 2007 Award of Funds</b>	<b>\$16,925,500</b>

FY 2007 funds were awarded to support residential services pursuant to 48 local comprehensive corrections' plans. The FY 2007 awards respond to program utilization patterns between local jurisdictions and create greater capabilities for local jurisdictions to purchase residential services for eligible felony offenders from a wider range of providers.

During FY 2007, emphases continues to be on utilizing residential services as part of a continuum of sanctions and services (e.g., short-term residential substance abuse treatment services followed by outpatient treatment as appropriate, residential services followed by day reporting), reducing the length of stay in residence, increasing the utilization of short-term residential services for probation violators, and increasing utilization for parole violators.

The FY 2007 appropriation supports an average daily population (ADP) of 976 with a maximum per diem of \$47.50.

The increased utilization for FY 2007 is expected due to several factors:

- A decrease (32 beds) in the average daily population for residential services from FY 2005.
- A greater emphasis on offenders that are convicted of less assaultive offenses (Larceny, Fraud, Forgery/Embezzle, Motor Vehicle, Malicious Destruction, Drugs, OUIL 3<sup>rd</sup> and Other Non-Assaultive) which are perceived as more appropriate to target for P.A. 511 programming.
- Parole violators will have an impact on the utilization rates of residential services – sixty (60) residential beds have been dedicated specifically for this population. The closing of MDOC operated Community Corrections Centers in the past several years will likely continue to have an impact on utilization rates of residential services.
- Utilization patterns among other jurisdictions are expected to continue to increase through FY 2007.
- The statutory guidelines will continue to produce increased demands for residential services. Specifically, offenders with guideline scores in the straddle cells and the higher end of the intermediate sanction cells are increasingly sentenced to a jail term followed by placement in a residential program.
- Administrative changes and program referral processes in Wayne County are likely to have a greater impact on program utilization rates of residential services.
- Attention will continue to be focused on the utilization of residential services in response to probation violations and eligible parole violators in accordance with the department's policies and procedures.

Table 4.3 provides information regarding the past four fiscal years' data of the actual average daily population, the FY 2007 awards, and the authorized average daily population of each jurisdiction.

Table 4.3

**MICHIGAN DEPARTMENT OF CORRECTIONS**  
**OFFICE OF COMMUNITY CORRECTIONS**  
**RESIDENTIAL SERVICES**  
**Summary of Average Daily Populations**

CCAB	FY 2003	FY 2004	FY 2005	FY 2006	FY 2007	
	ACTUAL ADP	ACTUAL ADP	ACTUAL ADP	ACTUAL ADP	ADP	AWARD
ALLEGAN		4.5	5.2	2.9	5	86,688
BARRY		0.9	1.0	1.0	2	34,675
BAY	5.3	5.9	13.9	13.0	13	225,388
BERRIEN	36.5	33.0	34.3	35.4	35	606,813
BRANCH					1	17,338
CALHOUN	26.8	22.4	24.7	25.6	25	433,438
CASS			9.1	8.7	9	156,038
CLINTON			0.5	0.5	1	17,338
EATON	3.0	8.6	10.0	11.8	12	208,050
GENESEE	84.0	71.6	82.7	79.0	81	1,404,338
GRATIOT					1	17,337
HURON				0.0	1	10,080
INGHAM	33.2	24.9	26.6	30.1	32	554,800
IONIA			2.1	2.4	3	52,013
ISABELLA	1.1	1.7	1.8	1.3	2	34,675
JACKSON	9.7	8.5	11.5	6.2	8	138,700
KALAMAZOO	80.9	73.7	75.8	67.9	74	1,282,975
KENT	90.8	84.7	74.0	73.1	78	1,352,325
LENAWEE		7.9	5.9	7.5	6	104,025
LIVINGSTON	3.1	6.8	6.5	7.5	7	121,363
MACOMB	27.7	28.0	35.1	40.0	43	745,513
MARQUETTE	1.1	1.4	2.0	2.0	2	34,675
MASON			1.3	1.1	1	17,338
MECOSTA			1.6	0.8	2	34,675
MIDLAND	2.7	3.5	6.1	7.6	8	138,700
MONROE	14.5	20.2	19.7	21.8	24	416,100
MONTCALM			5.9	4.9	6	104,025
MUSKEGON	34.5	39.9	43.6	42.4	43	745,513
NORTHERN MICHIGAN	3.9	2.7	4.7	3.2	4	69,350
NORTHWEST MICHIGAN	10.0	7.1	7.9	7.6	8	138,700
OAKLAND	104.0	104.8	88.4	96.9	97	1,681,738
OSCEOLA			1.0	0.8	1	17,338
OTTAWA	3.0	3.1	6.0	4.6	6	104,025
SAGINAW	51.5	59.1	44.8	34.1	45	780,188
SHIAWASSEE		0.5	0.8	1.1	1	17,338
ST. CLAIR	41.0	30.6	38.2	38.4	39	676,163
ST JOSEPH	45.5	34.3	22.8	22.6	20	346,750
SUNRISE SIDE	4.4	3.4	4.1	3.6	5	86,688
THIRTEENTH	10.7	9.3	7.9	8.9	8	138,700
THIRTY FOURTH	1.5	2.3	1.9	1.6	2	34,675
THUMB		3.3	4.9	3.6	5	86,688
VAN BUREN	9.1	11.6	8.1	7.4	9	156,038
WASHTENAW	17.5	21.7	17.8	17.3	18	312,075
WAYNE	172.2	200.5	181.4	179.9	182	3,149,445
WEST CENTRAL	1.8	0.8	1.9	2.1	2	34,675
<b>TOTAL</b>	<b>937.1</b>	<b>943.1</b>	<b>943.6</b>	<b>928.1</b>	<b>976</b>	<b>16,925,500</b>

Central U.P. - Alger, Schoolcraft

Eastern U.P. - Chippewa, Luce, Mackinac

Tri-County - Baraga, Houghton, Keweenaw

West Central U.P. - Delta, Dickinson, Gogebic, Iron, Menominee, Ontonagon

## **Drunk Driver Jail Reduction & Community Treatment Program**

<b>FY 2007 Appropriation</b>	<b>\$2,097,400</b>
<b>FY 2007 Award of Funds</b>	<b>\$2,097,400</b>

The FY 2007 Drunk Driver Jail Reduction and Community Treatment Program (DDJR&CTP) funds were awarded to support treatment options to reduce drunk driving and drunk driving-related deaths by addressing the alcohol addiction pursuant to 39 local comprehensive corrections' plans developed under P.A. 511.

The FY 2007 Appropriation is a continuation budget of the previous fiscal year although it is nearly \$1 million less than the FY 2005 budget. The awards for FY 2007 were based on the FY 2006 expenditures.

The FY 2007 Appropriations Act, No. 1084 of 2006, Section 708 stipulates that the funds are appropriated and may be expended for any of the following purposes:

(a) To increase availability of treatment options to reduce drunk driving and drunk driving-related deaths by addressing the alcohol addiction of felony drunk drivers who otherwise likely would be sentenced to jail or a combination of jail and other sanctions.

(b) To divert from jail sentences or to reduce the length of jail sentences for felony drunk drivers who otherwise would have been sentenced to jail and whose recommended minimum sentence ranges under sentencing guidelines have upper limits of 18 months or less, through funding programs that may be used in lieu of incarceration and that increases the likelihood of rehabilitation.

(c) To provide a policy and funding framework to make additional jail space available for housing convicted felons whose recommended minimum sentence ranges under sentencing guidelines have lower limits of 12 months or less and who likely otherwise would be sentenced to prison, with the aim of enabling counties to meet or exceed amounts received through the county jail reimbursement program during Fiscal Year 2002-2003 and reducing the numbers of felons sentenced to prison.

The number of OUIL 3<sup>rd</sup> "intermediate" offenders identified in community corrections programs on a monthly average has increased (250.5%) from 285 in January 2004 to 715 in December 2005. Based on the Jail Population Information System data it appears that these programs are impacting jails – offenders occupying jail beds statewide on felony alcohol related offenses decreased from 3.2% in CY 2003 to 2.3% in CY 2004, and declined to 2.01% in CY 2005. OMNI data shows that the number of OUIL 3<sup>rd</sup> "intermediate" dispositions decreased from 1,717 in CY 2003 to 1,344 in FY 2006. During this period the number of disposition with a jail term decreased from 2,298 to 1,182. While it is very promising to see a steady increase of drunk drivers in programs and decrease in the number of drunk drivers in jail, additional data is needed to determine the actual impact these programs are having versus other factors such as the State Police efforts in reducing drunk driving in the State and the fact that there are fewer police officers on the streets – the State's law enforcement community has lost over 1,500 police jobs since 2001, largely due to budget cutbacks.

Table 4.4 provided a detailed summary of the FY 2007 DDJR & CTP awards by county.

Table 4.4

**MICHIGAN DEPARTMENT OF CORRECTIONS**  
**OFFICE OF COMMUNITY CORRECTIONS**  
**FY 2007 - DDJRP/CTP SUMMARY OF AWARD & EXPENSES**

CCAB	In Jail Assessment		Assessment & Treatment Services		Residential Services		TOTALS	
	AWARD	EXPENSES	AWARD	EXPENSES	AWARD	EXPENSES	AWARD	EXPENSES
ALLEGAN	0	0	0	0	0	0	0	0
BARRY	0	0	5,332	1,500	0	0	5,332	1,500
BAY	2,950	0	5,090	732	14,910	3,183	22,950	3,915
BERRIEN	0	0	0	0	0	0	0	0
BRANCH	0	0	0	0	27,000	2,660	27,000	2,660
CALHOUN	4,300	435	3,968	0	32,232	0	40,500	435
CASS	3,480	435	5,870	4,170	0	0	9,350	4,605
CENTRAL U.P.	2,700	0	0	0	0	0	2,700	0
CLINTON	1,088	0	0	0	3,327	1,710	4,414	1,710
EASTERN U.P.	435	0	1,844	595	0	0	2,279	595
EATON	2,400	0	15,883	3,800	7,972	3,230	26,255	7,030
GENESEE	8,600	0	79,972	8,283	45,078	12,825	133,650	21,108
GRATIOT	0	0	0	0	11,500	0	11,500	0
HURON	0	0	0	0	0	0	0	0
INGHAM/LANSING	0	0	43,200	0	0	0	43,200	0
IONIA	5,220	870	12,737	406	7,600	2,518	25,557	3,793
ISABELLA	1,957	0	5,918	0	4,275	2,233	12,150	2,233
JACKSON	7,200	0	0	0	27,200	15,058	34,400	15,058
KALAMAZOO	3,000	0	7,806	2,735	0	0	10,806	2,735
KENT	5,220	0	82,380	12,529	0	0	87,600	12,529
LENAWEE	435	0	1,309	0	0	0	1,744	0
LIVINGSTON	0	0	0	0	16,752	1,473	16,752	1,473
MACOMB	0	0	90,450	22,315	0	0	90,450	22,315
MARQUETTE	435	0	1,793	0	0	0	2,228	0
MASON	2,175	0	14,473	3,265	13,050	0	29,698	3,265
MECOSTA	0	0	0	0	0	0	0	0
MIDLAND	0	0	28,312	0	5,438	0	33,750	0
MONROE	0	0	0	0	0	0	0	0
MONTCALM	1,305	0	3,645	1,540	0	0	4,950	1,540
MUSKEGON	3,480	215	4,476	0	34,675	11,638	42,631	11,853
NEMCOG	8,240	1,305	0	0	11,400	0	19,640	1,305
NEMCOG - SUNRISE SID	4,138	0	0	0	0	0	4,138	0
NORTHWEST MICH	6,501	0	14,840	2,005	8,669	7,458	30,010	9,463
OAKLAND	59,925	11,963	296,331	29,652	345,883	86,273	702,139	127,888
OSCEOLA	0	0	0	0	0	0	0	0
OTTAWA	7,705	870	12,595	397	0	0	20,300	1,267
SAGINAW	3,700	566	20,000	3,408	57,300	6,508	81,000	10,482
ST. CLAIR	19,488	1,740	73,370	2,223	28,643	28,643	121,500	32,606
ST. JOSEPH	0	0	0	0	0	0	0	0
SHIAWASSEE	4,350	0	0	0	13,808	2,423	18,158	2,423
13TH CIRCUIT	0	0	0	0	62,100	15,438	62,100	15,438
34TH CIRCUIT	3,262	218	0	0	8,294	0	11,556	218
THUMB REGIONAL	6,960	870	90,370	5,483	0	0	97,330	6,353
TRI CO REGIONAL	0	0	0	0	0	0	0	0
VAN BUREN	0	0	0	0	13,500	3,610	13,500	3,610
WASHTENAW	0	0	22,362	0	15,028	10,201	37,390	10,201
WAYNE	10,005	0	33,399	0	104,720	9,928	148,124	9,928
WCUP	0	0	0	0	0	0	0	0
TOTALS	190,654	19,487	977,725	105,037	920,353	227,003	2,088,731	351,526

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## **PART 5**

### **COUNTY JAIL REIMBURSEMENT PROGRAM**

**FY 2007 Appropriation                      \$13,249,000**

The County Jail Reimbursement Program (CJRP) was established in 1989 with PA 324 of 1988. The program was an incentive for counties to retain locally those offenders who otherwise would be sentenced to prison. Originally part of a broader concept for state and local partnership on criminal justice, the program was given statutory permanence in 1998, when the Code of Criminal Procedure (769.35) was amended to include language that the Department of Corrections operate CJRP and the criteria for reimbursement be established in the annual appropriations act for the department. The current per diem amount is \$43.50 for felons which qualify for CJRP to a maximum sentence of one year in jail.

Although existing independently from each other, CJRP and Community Corrections Programs funded under PA 511 of 1988 have the same objective – to divert offenders from prison. The programs are linked together through boilerplate language which clearly states that the community corrections comprehensive plans shall include how local jurisdictions plan to respond to the use of CJRP.

OCC has encouraged local jurisdictions to review their local sentencing practices, update target populations and eligibility criteria for community corrections programs to decrease the number of low risk offenders in jail and open bed space to retain prison-bound offenders locally who are also eligible for county jail reimbursement.

Several jurisdictions have incorporated CJRP eligibility information into the local sentencing process to ensure this information is available for the bench at sentencing.

A review of prison commitment rates for offenders that are eligible under CJRP showed a correlation that when local jurisdiction prison disposition rates for this population increased the amount of county jail reimbursement decreased and when the rates decreased the rate of reimbursement increased.

The number of offenders reimbursed under CJRP decreased from 2,793 in FY 2004 to 2,581 in FY 2005. In FY 2006 the number of offenders reimbursed increased to 2,688. This represents a 4.1% (107 offenders) increase from the previous year. During this period, total reimbursements for stolen property, breaking and entering, sex offender registration, criminal sexual conduct and child support offenses have greatly increased while OUIL, larceny, forgery and resisting a police officer offenses decreased. As indicated above, the intent of the program is to retain locally those offenders who otherwise would be sentenced to prison. Generally speaking, any group of offenders with a prison commitment rate of more than 50% is considered prison-bound. However, nearly \$1 million of the reimbursements in FY 2006 were for offenses (e.g. animal fighting, child support, fleeing and eluding, identity theft, motor vehicle false title, sex offender registry, etc.) where the actual prison commitment rate for the specific crime was less than 25%.

Table 5.1 reflects the total reimbursements by county for FY 2004, FY 2005 and FY 2006.

Table 5.2 reflects the change in reimbursements for specific offenses from FY 2004 through FY 2006. Please note that the data in this table does not include reimbursements for intermediate sanction cell OUIL 3<sup>rd</sup> offenders.

Table 5.1

**County Jail Reimbursement Program**  
**Reimbursement Summary - FY 2004 thru FY 2006**

County Name	Total Inmates			Total Reimbursed			Total Days		
	FY 2004	FY 2005	FY 2006	FY 2004	FY 2005	FY 2006	FY 2004	FY 2005	FY 2006
Alcona	7	6	3	27,927	45,066	14,399	642	1,036	331
Alger	7	2	0	35,061	6,308	0	806	145	0
Allegan	30	19	17	136,590	85,565	62,597	3,140	1,967	1,439
Alpena	0	1	13	0	3,263	80,040	0	75	1,840
Antrim	1	0	0	2,828	0	0	65	0	0
Arenac	0	0	0	0	0	0	0	0	0
Baraga	0	1	3	0	9,744	11,919	0	224	274
Barry	11	18	10	47,589	79,431	32,669	1,094	1,826	751
Bay	35	36	29	113,970	133,545	102,399	2,620	3,070	2,354
Benzie	0	0	0	0	0	0	0	0	0
Bernie	17	24	20	86,696	79,779	83,694	1,993	1,834	1,924
Branch	10	0	0	21,098	0	0	485	0	0
Calhoun	75	66	70	344,738	299,846	338,343	7,925	6,893	7,778
Cass	31	28	37	104,183	122,192	143,637	2,395	2,809	3,302
Charlevoix	3	0	1	18,705	0	5,220	430	0	120
Cheboygan	5	9	17	12,137	52,809	83,303	279	1,214	1,915
Chippewa	5	7	8	32,190	29,450	33,713	740	677	775
Clare	1	0	2	1,479	0	14,225	34	0	327
Clinton	1	3	5	8,918	9,179	28,754	205	211	661
Crawford	7	4	3	16,748	18,401	15,704	385	423	361
Delta	5	0	0	13,094	0	0	301	0	0
Dickinson	11	13	14	56,550	85,391	93,569	1,300	1,963	2,151
Eaton	37	66	94	168,780	286,709	384,149	3,880	6,591	8,831
Emmet	6	2	3	26,013	9,570	13,964	598	220	321
Genesee	38	29	40	79,953	136,155	133,719	1,838	3,130	3,074
Gladwin	10	5	5	35,888	18,923	16,139	825	435	371
Gogebic	0	0	0	0	0	0	0	0	0
Grand Traverse	19	3	0	66,207	9,570	0	1,522	220	0
Gratiot	2	1	6	8,570	6,917	38,411	197	159	883
Hillsdale	0	0	0	0	0	0	0	0	0
Houghton	7	7	11	42,630	29,363	55,550	980	675	1,277
Huron	4	1	0	16,008	4,568	0	368	105	0
Ingham	75	84	103	314,592	304,109	399,809	7,232	6,991	9,191
Ionia	15	9	6	62,945	57,203	29,015	1,447	1,315	667
Iosco	5	5	1	26,405	19,271	2,741	607	443	63
Iron	0	1	0	0	12,963	0	0	298	0
Isabella	15	16	18	85,913	87,305	86,609	1,975	2,007	1,991
Jackson	32	27	28	154,904	92,873	83,825	3,561	2,135	1,927
Kalamazoo	40	35	62	88,871	59,204	133,110	2,043	1,361	3,060
Kalkaska	5	1	0	19,097	7,221	0	439	166	0
Kent	241	253	193	1,069,839	968,571	789,612	24,594	22,266	18,152
Keweenaw	3	2	4	9,657	11,180	23,534	222	257	541
Lake	3	1	0	17,444	8,483	0	401	195	0
Lapeer	42	34	23	156,252	136,721	93,438	3,592	3,143	2,148
Leelanau	3	1	2	5,568	957	3,045	128	22	70
Lenawee	5	13	8	6,569	67,208	20,880	151	1,545	480
Livingston	36	28	33	131,588	108,446	137,808	3,025	2,493	3,168
Luce	2	0	0	3,915	0	0	90	0	0
Mackinac	0	0	5	0	0	18,966	0	0	436
Macomb	220	236	229	879,005	869,739	921,330	20,207	19,994	21,180
Manistee	0	0	0	0	0	0	0	0	0
Marquette	12	6	10	43,326	23,229	34,496	996	534	793
Mason	15	7	4	65,120	26,883	9,962	1,497	618	229
Mecosta	9	7	17	41,499	25,100	68,339	954	577	1,571
Menominee	10	5	4	47,415	23,055	23,055	1,090	530	530
Midland	26	20	29	105,270	70,644	122,279	2,420	1,624	2,811
Missaukee	1	1	0	522	2,871	0	12	66	0
Monroe	5	8	21	16,487	38,498	75,516	379	885	1,736
Montcalm	12	14	13	43,370	59,682	60,944	997	1,372	1,401
Montmorency	2	4	4	5,046	25,535	12,224	116	587	281
Muskegon	64	51	43	334,080	223,373	159,297	7,680	5,135	3,662
Newago	0	0	0	0	0	0	0	0	0
Oakland	772	720	692	3,062,792	3,182,243	2,715,705	70,409	73,155	62,430
Oceana	9	15	9	45,893	44,805	24,273	1,055	1,030	558
Ogemaw	13	8	14	66,120	25,013	73,733	1,520	575	1,695
Ontonagon	0	0	1	0	0	8,700	0	0	200
Osceola	8	8	3	65,555	31,451	15,008	1,507	723	345
Oscoda	0	0	0	0	0	0	0	0	0
Otsego	0	4	3	0	16,617	9,527	0	382	219
Ottawa	81	59	59	246,776	200,144	188,529	5,673	4,601	4,334
Presque Isle	1	3	4	5,264	31,799	14,616	121	731	336
Roscommon	21	0	2	78,344	0	4,089	1,801	0	94
Saginaw	91	81	99	438,524	320,465	412,554	10,081	7,367	9,484
St. Clair	82	67	53	272,528	223,547	181,439	6,265	5,139	4,171
St. Joseph	1	0	21	4,785	0	87,000	110	0	2,000
Sanilac	18	12	6	89,306	60,117	24,360	2,053	1,382	560
Schoolcraft	6	0	1	16,791	6,917	4,481	386	0	103
Shiawassee	8	3	13	28,493	18,792	57,159	655	432	1,314
Tuscola	25	16	30	84,042	64,859	107,402	1,932	1,491	2,469
Vanburen	36	38	40	111,143	130,457	112,535	2,555	2,999	2,587
Washtenaw	73	68	65	267,264	293,930	321,291	6,144	6,757	7,386
Wayne	260	257	302	824,282	820,149	1,021,337	18,949	18,854	23,479
Wexford	5	1	0	20,880	479	0	480	11	0
<b>Total</b>	<b>2,793</b>	<b>2,581</b>	<b>2,688</b>	<b>10,988,013</b>	<b>10,363,832</b>	<b>10,479,672</b>	<b>252,598</b>	<b>238,249</b>	<b>240,912</b>



**County Jail Reimbursement Program**  
**Presumptive Prison & Straddle Cell Offenders**

<b>Offense</b>	<b>FY 2006</b>	<b>FY 2005</b>	<b>FY 2004</b>	<b>Change</b>	
Stolen Property	\$539,879	\$403,071	\$229,332	\$310,547	135%
B&E	\$1,253,714	\$890,750	\$949,388	\$304,326	32%
Sex Offender Registration	\$220,763	\$79,823	\$37,584	\$183,179	487%
CSC	\$608,522	\$479,979	\$435,087	\$173,435	40%
Child Support	\$186,137	\$144,768	\$59,900	\$126,237	211%
Weapons	\$516,128	\$445,701	\$436,784	\$79,344	18%
Fleeing & Eluding	\$362,225	\$434,957	\$293,408	\$68,817	23%
Assault	\$689,258	\$758,205	\$638,885	\$50,373	8%
Identity Theft	\$79,866	\$39,151	\$31,973	\$47,893	150%
Robbery Unarmed	\$99,702	\$50,547	\$56,289	\$43,413	77%
MDOP	\$147,465	\$113,318	\$110,055	\$37,410	34%
U&P	\$699,176	\$692,520	\$666,942	\$32,234	5%
Motor Vehicle - Taking	\$310,677	\$327,729	\$283,881	\$26,796	9%
False Pretense	\$76,473	\$58,812	\$59,682	\$16,791	28%
Child Neglect	\$51,330	\$45,675	\$36,105	\$15,225	42%
Jail Escape - Day Parole	\$55,376	\$53,114	\$41,934	\$13,442	32%
Controlled Substance	\$1,521,674	\$1,625,160	\$1,513,148	\$8,526	1%
False Report - Felony	\$96,005	\$138,374	\$93,482	\$2,523	3%
Embezzlement	\$72,428	\$66,120	\$71,210	\$1,218	2%
Forgery	\$66,425	\$146,334	\$151,511	(\$85,086)	-56%
OTHER	\$445,438	\$487,851	\$539,224	(\$93,786)	-17%
R & O Police Officer	\$210,627	\$256,520	\$320,682	(\$110,055)	-34%
Larceny	\$1,058,094	\$1,252,235	\$1,234,313	(\$176,219)	-14%
OUIL	\$1,017,378	\$1,153,968	\$1,197,468	(\$180,090)	-15%
<b>TOTAL</b>	<b>\$10,384,755</b>	<b>\$10,144,679</b>	<b>\$9,488,264</b>	<b>\$896,491</b>	<b>9%</b>

Table 5.2

## **PART 6**

### **DATA SYSTEMS OVERVIEW AND STATUS**

The Office of Community Corrections is responsible for the development and operation of two information systems: the Jail Population Information System (JPIS) and the Community Corrections Information System (CCIS). This report summarizes the status of each system.

#### **Jail Population Information System (JPIS)**

##### **Overview**

The Michigan Jail Population Information System was developed as a means to gather standardized information on jail utilization and demographics from county jails throughout the state. JPIS is the product of a cooperative effort among the Michigan Department of Corrections, Office of Community Corrections, County Jail Services Unit and the Michigan Sheriff's Association, with assistance from Michigan State University and the National Institute of Corrections. While it was never intended that JPIS would have all the information contained at each individual reporting site, specifications called for the capture of data on individual demographics, primary offense, known criminal history and information related to arrest, conviction, sentencing, and release.

##### **Mission and Concept**

The primary purpose of the statewide Jail Population Information System is to provide the ability to monitor and evaluate jail population characteristics for use in policy planning. As a statewide database, it is sufficiently flexible to enable the system to be compatible with existing jail management and MIS systems in each county. Originally developed as a mainframe process, the JPIS system was later rewritten to run in MDOC's client/server environment, utilizing e-mail and a dedicated bulletin board to facilitate gathering monthly files and returning error summaries and analytical reports.

JPIS is a means to gather a subset of the information which already resides on individual jail management systems, with each county running a monthly extract process to generate a standard file. The primary approach has always been to promote the adoption, enhancement and proper use of local data systems. In turn, the local system provides the foundation to extract the optimum of usable data for the JPIS extract, which should be viewed as a logical by-product of local data capture.

##### **History and Impact**

The locally-centered approach taken for JPIS development has had a substantial impact on the utilization of local jail management systems throughout the state. When JPIS requirements were first implemented, over half the counties in Michigan did not have functional automated jail management systems, and objective inmate risk classification was in its infancy. Now, all the counties have automated systems, with nearly every county having transmitted electronic data files to the central JPIS system. Similarly, the JPIS requirement for standardized classification of offenders has been a major factor in the adoption of objective offender classification processes and procedures throughout the state.

## **Use of JPIS Data**

Currently, the monthly edit error reports returned to the counties, based upon individual incoming files, include summaries of admissions, releases and a snapshot of inmates still unreleased at month-end. In addition, counts are given for the ten most commonly occurring arrest and conviction charges. These reports enhance capabilities to review each monthly submission for accuracy.

Since 1998, detailed reports based upon accumulated JPIS master data have been transmitted to each Sheriff's department and CCAB. The reports cover cumulative data for the current calendar year, as well as full-year data for the preceding year. The associated tables include such categories as average daily population for the jail, releases and lengths-of-stay for offenders. In addition, there is summary data on security classification, most frequently occurring arrest charges and on target populations for community corrections programs. Local officials are given the opportunity to provide feedback on the accuracy and completeness of their data submissions, as reflected in the reports. The reports provide a primary means for review of JPIS statistics with the counties to isolate and correct data problems not readily identified by routine file editing. As additional data problems are identified and resolved, the quality and confidence in the reports increase.

## **Local Data Systems and JPIS**

Michigan counties employ a wide variety of electronic jail management packages which vary in nature based upon jail size and local requirements for data collection. These applications include both custom-written systems and packages purchased from outside vendors. On a statewide basis, it is a very dynamic environment, with regular hardware and software upgrades at individual sites - and not infrequently - switches to entirely different jail management packages. This evolving vendor landscape presents some unique data-gathering challenges, as even the most conscientious counties periodically deal with jail management software issues that disrupt both local operations and JPIS data submissions.

## **JPIS Data System Enhancements**

The Office of Community Corrections continues to review, update and streamline the overall JPIS data reporting requirements to maximize the use of the system. The efforts to streamline JPIS reporting are expected to contribute toward the goal of providing additional outputs to benefit both the state and local jurisdictions. The focus continues to be upon gathering the most critical data elements from all counties, as monthly reporting is expanded to make maximum use of the available data for analysis purposes and local feedback.

## **JPIS Data Reporting Status**

Even though several counties do not have active Community Corrections Advisory Boards and do not receive community corrections funding, the counties submitting JPIS jail data to OCC have accounted for nearly 93% of statewide jail beds during CY 2004. At any given time, a number of counties will be working to resolve local data system issues which may also affect their capability to submit JPIS data. Technical assistance is provided by OCC where appropriate, and every attempt is made to recover any missed monthly data once problems are resolved. OCC will continue to provide technical support to maximize the collection and aggregation of local jail data on a statewide basis.

## **Community Corrections Information System (CCIS)**

### **Overview**

Local jurisdictions submit monthly offender profile and program utilization data to OCC on all offenders enrolled in community corrections programs funded by P.A. 511 and other funding sources. Two types of data are required: (1) characteristics of offenders who have been determined P.A. 511 eligible for enrollment into programs; and (2) program participation details.

The CCIS data submitted represents an extract of data available locally for program planning and case management purposes. OCC uses the data to examine the profiles of offenders in programs, monitor utilization, and evaluate the various CCAB goals and objectives specific to program utilization.

Data is submitted via e-mail, however, floppy-disk submissions are permitted if circumstances so require. Data files are edited upon receipt, and error reports are returned if the data does not meet basic format and/or content requirements. When data meets editing requirements, a feedback report is provided to the CCAB to verify the accuracy of the data.

### **CCIS Features**

The CCIS data feedback includes financial data so program utilization can be directly viewed in comparison to program expenses. Available at the CCAB level, the report identifies the budget and year-to-date information on expenses, new enrollments, average lengths of stay of successful and failed completions, and average enrollment levels for each P.A. 511 funded program. Statistics on offender characteristics (i.e., population percentages of felons, probation violators, straddle cell offenders, etc.) are also provided. Enhancements are part of OCC's ongoing commitment to assist local entities and OCC staff to actively monitor local program activity and the various elements of services to priority populations.

### **Impact of System Enhancements**

As changes and improvements to corrections-related data systems continue to be refined, the overall ability to monitor prison commitments, jail utilization and program utilization by priority target groups of offenders continues to improve. Areas in which data system enhancements have an impact include:

1. Improvement to the timeliness and availability of felony disposition data.

The use of a data export process developed to provide CCABs with felony disposition data directly generated from the MDOC's master data-gathering system, OMNI, is now operational in all three regions under the Field Operations Administration.

The ready accessibility and improved timeliness of felony disposition data obtained from OMNI and the enhanced data on sentencing guideline scores improves the analytical and reporting capabilities at the local level. As a result, the accuracy of CCIS data is improved as well.

2. An expanded capability to identify target groups in jails and link to other data sources.

The streamlined Jail Population Information System requirements are aimed at improving the ability to identify target populations among sentenced and unsentenced felons. The adoption of the JPIS enhancements by software vendors and local jails provides an expanding capability to link felony disposition data to jail population data.

3. Improved recognition of any data reporting problems.

Expanded editing and feedback routines in the JPIS and CCIS systems help to simplify the process of monitoring data content and isolating problems in vendor software or local data collection practices which may adversely impact data quality. Expanded feedback on individual file submission enables local entities to promptly identify and address potential problems.

